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ABSTRACT

This booklet is the first in a series of five published in connection with the Guam Assessment of Educational Needs. Collectively, the series represents an effort to identify and validate the most critical education needs for the Guam schools so that improved educational opportunities can be developed for Guam students. This document contains the working papers resulting from the deliberations of six committees that met to determine those educational concerns that were (1) extremely critical, (2) critical, or (3) important. Subsequent to chapter 1, which describes the concerns analysis process, each perceived educational need is presented. Under each need is listed the facts and values on which the need is based, the target population involved, the criteria for determining when the need is met, and the relative importance and time frame for satisfying the need. A bibliography is included. (Author/DN)

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AN ANALYSIS OF EDUCATIONAL CONCERNS

for

GUAM

Submitted to the

GUAM DEPARTMENT OF EDUCATION

by

Worldwide Education and Research Institute
2315 Stringham Avenue, Salt Lake City, Utah

February, 1973

EA 005 718

FOREWORD

This booklet is one of a series of five booklets published on connection with the Guam Assessment of Educational Needs. Collectively this series represented an effort to identify and validate the most critical education needs for the Guam schools.

This booklet contains the working papers resulting from the deliberations of six committees that met for two full days on December 8th and 9th, 1972 at the John F. Kennedy Senior High School in Guam. A roster of members of each of the committees is presented on a subsequent page.

During the conference, participants were asked to indicate which concerns were (1) extremely critical, (2) critical, or (3) important. They were also asked to suggest a time limitation for the resolution of each validated need.

Following Chapter 1, which describes the concerns analysis process, the fruits of the committee members' work is presented in the pages which follow. (See Table of Contents.)

The results of the Concerns Analysis Conference are presented in this and four subsequent booklets which are a part of the total series of needs assessment. The underlying purpose of all of these booklets, of course, is to bring about improved educational opportunities for the students in Guam.

Grateful acknowledgment is extended to LeRoy Hurst, as well as the steering and quality assurance committee and board of education for their

efforts in the compilation of this series of needs assessment publications.

Jefferson N. Eastmond
WERI President

Roster of Members
Guam Needs Assessment Committees
John F. Kennedy Senior High School
December 8-9, 1972

Name	Position	School or Area
Pre-School Committee:		
Maria P. Roberto	Principal	Truman School
Sister Elizabeth Guzman	Kindergarten Specialist	District Office of Education
Sister Cecilia M.M.B.	Teacher	Maria Artero Nursery
Norberto C. Longaza	Parent	Dededo
Thelma S. Britos	Teacher	Wettengel
Julita B. Robles	Clerk	Agat Elementary
Delfina Salas	Asst. Principal	Old Piti
Elementary-School Committee:		
Marianne Linder	Counselor	P. C. Lujan Elementary
Marguerite De Backer	Teacher	P. C. Lujan Elementary
Frank Lizama	Asst. Principal	Andersen
Phillip Dallis	Librarian	Agana Heights Elementary
Bob Dunn	Principal	Price Elementary
Charles Taber	Teacher	Agana Heights Elementary
Joseph Atkins	Teacher	Agana Heights Elementary
Eileen Gilin	Teacher	Santa Barbara School

Name	Position	School or Area
Junior-High School Committee:		
Arthur Meilicke	Teacher	George Washington Jr. High
David P. De Backer	Teacher	Inarajan Jr. High
Caroline Gerhold	Teacher	George Washington Jr. High
Jo Eldredge	Parent	B. J. H. S.
Webb Marcantel	Counselor	D. J. H.
Manuel Cruz	Assoc. Superintendent	Central Office
Sister Marita Bos	Teacher	Bishop Baumgartner and Duenas Prep.
Juan T. Cruz	Vice Principal	B.J. H. S.
Senior-High School Committee:		
Ouidio Calvo	Student	George Washington High
Sister Barbara Droski	Teacher	Notre Dame High
Marilyn Bunyan	Parent	Talofofo
Laila E. Mack	Counselor	George Washington High
Z. N. Smith	Asst. Principal	George Washington High
Sister Esther Atoique	Counselor	Father Duenas Memorial School
Don O. Hill	Teacher	John F. Kennedy High
Monte Jones	Teacher	G. W. S. H.
Sister Mary Valentia	Principal	Notre Dame High
Post-High School Committee:		
Elliot R. Dreger	Teacher	John F. Kennedy High

Name	Position	School or Area
Lonetta L. Riley	Teacher	John F. Kennedy High
Phill Mendel	Public Relations Officer	D. O. E.
Louise Carlson	Counselor	John F. Kennedy High
Joseph Plomaritis	Voc.-Tech. Specialist	Vocational-Technical High School
Bilingual Education Committee:		
Manuel Guerrero	Teacher	Dededo Jr. High
Leon Guerrero	Teacher	Dededo Jr. High
Joe Aguon	Asst. Principal	John F. Kennedy High
Robert Underwood	Teacher	George Washington High
Robbie Farrar	Teacher	John F. Kennedy High
Sister Ellen Jean Klein	Bilingual Specialist	--
Juaquina M. Roberto	Principal	Agat Elementary
Facilitators:		
LeRoy Hirst	Guam Department of Education	
Ray T. Wilcox	Worldwide Education and Research Institute	

METHODS AND PROCEDURES

> While it is futile to try to eliminate risk and questionable to try to minimize it, it is essential that the risks taken be the right risks.
>
> --Peter F. Drucker

The Guam Department of Education Needs Assessment Study was an attempt to identify systematically the most critical needs of education for Guam. The procedures that were followed involved many educators and a large number of lay citizens and pupils.

I. PROCEDURES USED IN THE IDENTIFICATION OF CONCERNS

The Guam Needs Assessment study was undertaken in May, 1972 to identify the island's most critical needs. Critical needs were to be identified in conformance with criteria established by the U. S. Office of Education as applicable to ESEA Title I and Title III as amended. Data gathered was broadly representative of the opinions of citizens, teachers, pupils, and parents of the jurisdiction.

The Quality Assurance Committee

To provide the leadership and coordination during the various phases of the needs assessment, a Quality Assurance Committee was appointed. Members of this committee are listed at the front of this publication.

The prime responsibility of this group was that of planning and reviewing the work conducted by Worldwide staff members and others. This group was chosen to be representative of various interests involved in education and included repre-

sentation from the following areas:

Community -- to provide additional means of contact with community elements.

Superintendency -- to provide leadership and to function as the focal point of the total staff (superintendent or representative).

Classified staff -- to provide liaison with classified staff and its organization(s).

Federal programs -- to provide input from existing Title I and Title III programs. In addition to the four regular members of the Quality Assurance Committee, two apprentice planners were invited to participate.

The size of the group was purposely kept small to allow for full participation and to facilitate meeting together.

Polling of Opinion (Public, Student, Teacher and Administration)

The use of scientific polling methods provided a valuable means of ascertaining public opinion and of measuring the level of public understanding of communities as well as that of school personnel and pupils.

Prior to the actual polling, principals at both elementary and secondary levels received a briefing as to procedures to be used. Questionnaires were sent in anonymous, individual envelopes to a systematic random sample of four hundred teachers and administrators. Depending upon their 9th and 12th student populations, secondary schools received a number of questionnaires for students. A total of four hundred questionnaires were went out for ninth and twelfth grades.

In addition, general public opinion was sampled by sixth graders throughout

the island. Various sixth grade teachers were given a set of eight questionnaires. Each teacher was to select four student messengers, two boys and two girls, to each take two questionnaires to be filled out. Boys were to obtain opinions from their mother and one male neighbor without children in school. Girls were to poll their fathers and one female neighbor without children in school. In this way, a cross section of opinion throughout the island could be obtained.

Response to these questionnaires was best for the ninth and twelfth graders, over seventy-five percent return. For teachers and general public it was over fifth percent.

Interviews of Key Leaders

As one important area of public opinion to be sampled, key leaders were chosen to be interviewed. The two essential steps of selecting the persons to be interviewed and conducting the actual interviews were accomplished during May and early June 1972.

A list of over two hundred key persons was made up with representation from the following areas: (1) government of Guam; (2) political parties; (3) education, public and private; (4) churches; (5) military; (6) University of Guam; (7) student leaders; (8) professionals; (9) commerce and industry; (10) public representatives; and (11) other organizations. From this list one hundred persons were selected to be interviewed. A number of alternates were chosen in case a particular person selected could not be interviewed. A total of fifty actual interviews with key leaders were conducted.

Interviewers were chosen and trained in the techniques of interviewing.

Roughly half of the interviewers were Catholic sisters involved in education; the other half were students at the University of Guam. Each person had seven or eight interviews to complete, although some completed more.

II. PROCEDURES USED IN THE ANALYSIS OF CONCERNS

After the harvested concerns had been satisfactorily classified and documented, it was necessary to analyze them. This process of analyzing concerns provided a large repository of useful facts and values which were essential for the screening or winnowing process performed by the Needs Assessment Committee.

A. IDENTIFYING RELEVANT FACTS

In conducting the concerns analysis, the first step was to identify all of the relevant facts associated with the expressed concern under consideration. Some facts had previously been identified from publications and research studies completed in Guam. Other facts were identified as the committee members examined each concern and volunteered what they considered to be relevant facts. The other group members either concurred or disagreed. In this manner, a list of appropriate facts was compiled for the concern under discussion.

As a check on the adequacy of its work, the committee asked itself the following questions:

What is (present time)?

What could be (present time)?

What can be (future time with technological trends)?

What are the facts surrounding the present conditions?

Have the facts been carefully separated from assumptions?

Are the data free from any unintended bias?

Is the evidence objective?

As a result of the concerns analysis, the committee sometimes identified a number of relevant district policies as well as relevant factual information and trends. All of these kinds of data were included under facts, what is and what will be.

B. SPECIFYING RELEVANT VALUES AND DETERMINING VALIDITY

The second step in conducting the concerns analysis was to formulate value statements in answer to the question, what should be? Trial statements were proposed by individual members of the Needs Assessment Committee and refined as the group came to full agreement regarding the proposed value statements.

The third step was to compare the relevant facts and the value statements prepared by the group. This step was crucial since a validated need is defined as the difference between what is (facts) and what ought to be (values).

Thus, the relevant value expressions, which had been identified, were contrasted with the germane policies and factual information and weighted as to their relative importance. (This same process of extracting value implications, making explicit all value judgments, and systematically compiling and ordering these judgments may be used to formulate a successful operating and practical philosophy of education for

the district as outlined in another booklet in this series.) The end product of this phase of the concerns analysis, then, was a match-mismatch to identify discrepancies between the facts and the values and to validate each perceived educational need.

C. APPLYING THE SPECIFIC TESTS TO EACH CONCERN

Essentially, the procedures involved in the concerns analysis required the systematic application of the evaluative criteria to each of the harvested concerns. Subjecting each concern to such evaluation was basically a winnowing process. As a concern was found to be inadequate, it was either discarded or modified until it was adequate.

Some of the specific tests that each concern was subjected to are as follows:

1. Checking for Accuracy--Making sure the concern was an accurate expression of prevailing conditions. Was it consistent with the facts identified previously from other sources or identified in the Needs Analysis Conference by the participants themselves?

   Was the concern:

   a. In harmony with existing facts and information?
   b. Consistent with present trends and forecasts of future developments?
   c. Clearly stated so that no contradictions or ambiguity clouded its meaning?

d. Based upon "what is," that is, did it reflect reality in terms of overall relationships and total configurations as well as agreement with basic data?

2. Testing for Validity--Seeing that the accurately expressed concern was in fact a genuine need. Did it represent a valid discrepancy or deficiency? This test should have also revealed whether or not this concern was a central need and not just a symptom, a peripheral expression, or a solution to the fulfillment of a more basic need that has yet to be identified.

   Did the concern:

   a. Show a difference between "what is" and "what ought to be?"

   b. Describe a solution rather than express an unmet need or unresolved problem?

   c. Reveal the real need rather than some symptom or some eccentric portion?

3. Determining the Extent--Discovering or measuring how much of a deficiency or discrepancy existed in the concern. Reference to the compiled data bank should have satisfied part of this requirement and the value bank should have then helped to place a given concern in its proper perspective. Thus the task basically was to estimate the extent of the difference between "what is" and "what is required."

4. Appraising Feasibility--Determining whether the concern could possibly be satisfied in a suitable manner under existing

conditions and with the resources available. This procedure usually provided some guidelines for the committee in estimating which concerns should be considered in what particular sequence so they might use the time available most productively.

5. Establishing Criticality--Determining whether a particular concern fitted into a priority of all other concerns requiring attention. That is, a weighting procedure was worked out in order to determine which concerns should be satisfied first. In terms of all the evaluative criteria it was determined which concern was most crucial or which concern should be resolved first for logical or strategic reasons. The end result of the test for criticality was a roster of all the concerns which had been winnowed into critical needs.

THE CONCERNS SELECTED

FOR

VALIDATION AS

EDUCATIONAL NEEDS

GUAM NEEDS ASSESSMENT CONFERENCE

JOHN F. KENNEDY SENIOR HIGH SCHOOL

December 8-9, 1972

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CONCERN: Gifted or very talented youngsters have special needs which must be met.

FACTS (What is and what will be)	VALUES (What ought to be)

Guam Opinionnaire Results #52: Our schools are:

	Percent Responding						
	Parents	Non-Parents	Teachers	Administrators	9th Graders	12th Graders	Key Leaders
	N=144	N=78	N=221	N=19	N=342	N=323	N=50
Very Successful	28%	37%	16%	21%	36%	50%	22%
Usually Successful	36	31	42	42	28	27	22
Seldom Successful	14	10	24	26	14	11	28
Unsuccessful	7	6	13	11	9	6	14
Don't Know	15	15	5	0	13	5	14

--According to the opinionnaire results, educators and key leaders were more concerned about the needs of the gifted students than parents or students. Almost half of these people believed the schools were relatively unsuccessful in meeting the needs of the gifted youngsters.
--Programs of education for gifted students as well as physically handicapped students should be enriched and extended. (1:27:77) 1967
--A need for additional or improved means of identifying and teaching the gifted student in Guam was cited by 126 of 502 teachers polled. (25:61) 1970

Committee members report that:
--A few of the elementary schools have ability grouping where the fast students in language arts and mathematics are given advanced instruction appropriate to their levels of readiness.
--At the elementary level, the fast students are usually kept to the same pace as the average students unless the individual teachers make allowances for the brightness of these children and allow them to go faster or permit them to explore more deeply into the subjects they are pursuing. Enrichment opportunities are not common, unfortunately.
--For some strange reason, the gifted or very talented youngsters are sometimes included in "special education" classes with disadvantaged and

We believe:

--In the elementary schools especially a totally "non-graded" school system will permit the gifted and talented students to proceed more quickly through the subject-matter curriculum of the school and also go into each subject at greater depth than would the average and slower students, providing them with more of a challenge.
--If non-grading is not possible at the present time, a specific program with special materials suitable for the gifted students should be provided to assist the teachers in providing enrichment opportunities and individualized, personalized instruction for the gifted.
--The elementary and even the secondary-school teachers should have special in-service and summer school training in methods and procedures of teaching the extra bright students.
--In some instances, current school policies should be modified to permit some gifted students to move more quickly into the high school. Otherwise, a program should be developed so these students may pursue high-school level studies while still in elementary school.
--There are several areas that are very important for the gifted students. One area is creativity. Imagination and originality should be sought and encouraged. Another area, among others, is the language arts. The gifted students should be given opportunities to participate in dramatic productions, to give speeches, to try their skill in debating. etc.

handicapped students, presumably because they are exceptional children also.
--Gifted students are seldom recognized for their achievements, especially at the elementary school level.
--Some teachers do not seem to relate very well to the gifted students but find them threatening to their status of "knowledge dispensers."
--John F. Kennedy High School has an arrangement where some students can pursue "guided studies" under the sponsorship of selected teachers, using the library and other resource materials.
--Gifted students at the high-school level may take up to 4 units of correspondence study from an accredited college or university.
--A very few of the gifted students are excused from high school classes for part of the school day to enroll in classes offered by Guam University.
--At the high-school level, the mathematics departments have a tracking program where the advanced students may take advanced math courses, regardless of their grade level.
--At the present time, Guam does not have an "honors program" or an "advanced placement program" for the gifted students.
--The large majority of gifted students attending the schools of Guam are not currently achieving up to the limits of their potential.
--When a teacher, for ease of lesson preparation, keeps all the students at the same pace, such a procedure not only holds the gifted students back but teaches them to be lazy and unproductive and also frequently bores them terribly.
--The Guam School System is very weak in the area of helping the academically gifted students.
--Too many gifted students leave Guam for other places after they have finished their college or university training.
--The present arrangements for the gifted students to take courses at the University of Guam, pursue "guided studies," take correspondence courses, etc. should be continued and even expanded.
--The school libraries should be updated and improved so the gifted students will have sufficient materials to use in their independent study and research.
--The gifted students should have some appropriate recognition for their academic achievements. At the elementary-school level, possibly the creation of an "honor's club" might be sufficient. At the secondary-school level, the "honor-roll" and similar devices may provide adequate recognition.
--Evaluation of the achievement of the gifted students should stress exploration in depth as well as creativity. Standards for excellence should be kept high to provide the gifted with a real challenge.
--The present practice of placing some gifted students in "special education" classes should be stopped immediately.
--At the secondary level, such programs as "honors" with its different graduation requirements and "advanced placement" which allows high-school students the chance to earn college credit while in high school by taking special classes should be explored. If possible, they should be attempted in Guam.
The Department of Education should keep our talented students on the island to serve their own people, rather than let them go away to serve other countries. If these students are bright enough to be scholars, then let the

Department of Education spend the needed amount for their education providing they agree to remain and work on Guam.

VALIDATED NEED:

Learner Need: Gifted students need to learn at their optimum rate to the maximum limits of their unique potential.

Target population: All students who are gifted, K-12. (An estimated 3-5% of the student population.)

Criteria: This need will be resolved when (a) either a totally non-graded school system or a special program emphasizing both enrichment and acceleration for the gifted students has been established for all of the schools of Guam; (b) this program has freed the gifted students from traditional graduation requirements and has permitted them to study independently of other students and in greater depth than other students for at least part of the school day; (c) all teachers on Guam have received special training in ways of working with and of challenging the gifted students; and (d) a committee of gifted students, parents of gifted students, teachers, and school administrators has evaluated the special arrangements for the gifted students and have found them to be adequate.

Criticality: This need is judged to be EXTREMELY CRITICAL (1).

Time frame: This need should be resolved prior to September 1, 1973.

CONCERN: The central office administration of our schools needs to do a good job.

FACTS (What is and what will be)	VALUES (What ought to be)

Guam Opinionnaire Results #90: Our schools are:

Percent Responding

	Parents N=144	Non-Parents N=78	Teachers N=221	Administrators N=19	9th Graders N=342	12th Graders N=323	Key Leaders N=50
Very Successful	31%	27%	13%	26%	25%	38%	12%
Usually Successful	33	33	36	47	28	33	38
Seldom Successful	21	13	26	21	15	15	20
Unsuccessful	8	9	20	9	15	9	10
Don't Know	7	18	5	5	17	6	20

--From the opinionnaire results, it can be seen that the teachers were the most critical of the central office administration where 46% believed the administration to be unsuccessful. Key leaders were also quite critical with 30% indicating negative responses. A fairly large number of key leaders and non-parents indicated that they did not know whether or not the central office was doing a good job.

--There is an urgent need in Micronesia for an exemplary model of an area developing rapidly and yet with some future growth potential. Guam could become such a model provided the whole educational system can be greatly improved while time yet remains for this work to be done. (1:30:9) 1967

--There seems to be a lack of dynamic, positive and consistent administrative leadership. This lack is particularly evident in the areas of curriculum development, inservice training, and teacher evaluation. (1:49:5) 1968

--The numerous professional development and inservice training programs currently in progress lack coordination. (1:46:10) 1968

--There should be a clear delineation of responsibilities and authority from the classroom teacher to the superintendent. (1:49:2) 1968

--The committee senses a floundering and lack of certainty -- who does what, when, with whom, how, etc. In this vacuum of inactivity it is clearly the

We believe:

--Administrative support for teachers in the classroom should be wholehearted and adequate as evidenced by (1) adequacy of supplies and equipment, (2) fairness in apportionment of available supplies, (3) availability and adequacy of in-service training and opportunities for professional development for all staff members, (4) recognition of local needs, (5) awareness of local conditions and problems, (6) quality of leadership in curriculum development and new and innovative educational programs, (7) early assignment of staff members (most certainly before the middle of August), and (8) and so on. (This list is not all inclusive but merely illustrative of the kind of administrative support that is needed on Guam.)

--The principle of accountibility should begin at the Central Office. There should be complete and regular reporting and evaluation for every office and for every administrator.

--Communication between the Central Office and teachers and building administrators should be greatly improved to provide better understanding of problems and policies enacted to solve these problems. It is important that teachers understand why certain actions have been taken by the Central Office. There should be an "open climate" in the school system.

responsibility of the central administration to clarify roles and functions. (1:49:2) 1968
--A study should be made of the district office personnel to determine such items as role, job definition, job qualifications, relationship authority, and accountability of each position. (1:113:5) 1970
--There is an imperative need to establish a system of priorities, an organizational plan, and an implementation schedule. (1:49:11) 1968
--There is a need to develop and distribute copies of a detailed long-range plan. (1:80:43) 1969
--There is a need to encourage cooperative effort with the University of Guam Department of Education and with the community to achieve comprehensive educational planning. (1:115:9) 1970
--There is a need for a system to be devised and implemented by which the originator of a requisition for off-campus supplies, equipment and services be informed as to the progress and disposition of the requests. (1:113:3) 1970
--The central office is the nerve center of the school system. Through this office must flow complete and accurate information concerning the many parts of the school program in operation, the degree of success or failure of each activity, problems encountered, new problems arising, solutions to old and new problems and all other types of information necessary to the efficient administration of the school program. (1:80:31) 1969
--There is a lack of continuing, competent, administrative leadership on Guam at all levels. (1:13:5) 1970
--Teaching and other staff assignments are frequently made just prior to the opening of school when they should be made earlier. (1:13:5) 1970
--Between 1960-61 and 1970-71 there was a 71.5% increase in public elementary and secondary-school enrollment. (9:71) 1971
--The estimated average-daily-attendance in Guam public schools, 1970-71, was 21,690 pupils. The average-daily-attendance as a percent of average-daily-membership for that year was 93.8%. (9:71) 1971

Committee members report that:
--Supplies and equipment for use by teachers in the schools of Guam are generally (and notoriously) in short supply.
--Special supplies ordered by specific teachers are sometimes never received and frequently received very tardy. There is obvious inefficiency at the
--Innovative programs, especially those funded with Federal support, should not be discontinued when Federal funds run out. Plans and monies should be provided to assure their continuance assuming the program is successful. If the program is unsuccessful, the Central Office should publish the evaluation which resulted in the program's discontinuance.
--Periodic checks should be made to see that money budgeted for supplies was actually spent on supplies, and that these supplies were delivered to the school which ordered the supplies in the first place.
--The school board should be elected rather than appointed.
--Policy of a directional nature should be forthcoming from the Central Office. All administrators should be well qualified and competent. Politics and race should not be factors in job selection. Also, appointments should not be made because of family connections.
--New programs should have adequate preparation and support from the Central Office.
--"Red tape" on the part of the D.O.E. must be cut to the minimum. Paper work requirements should be stramlined and eliminated whenever possible.
--Repairs to present school facilities should be made promptly and efficiently.
--The top administrators should visit more frequently in the various schools and observe in the teachers' classrooms.
--More teachers and school administrators should come to feel that they have the complete and unfailing support of the Central Office. Suspicion and disunity must be

central warehouse and possibly some theft.
--Staff assignments are made at a late date and result in unnecessary teacher dissatisfaction. Some favoritism is obvious when the assignments are finally posted.
--Some programs have been initiated without adequate preparation and support.
--Unfortunately, federally-funded projects are usually dropped when the federal funds are no longer available regardless of the desirability of the project.
--There are poorly-qualified persons occupying many administrative positions of leadership and responsibility.
--There are also many well-qualified persons occupying administrative positions. However, they are handicapped with insufficient funds, expanding enrollments, and the need to ship supplies and equipment for long distances.
--The governor and an appointed Territorial Board select the Director of Education rather than an elected school board.
--Politics and race too frequently determine the appointment of school administrators.
--The principle of accountability seems to hold for teachers and for schools but not for persons in the Central Office.
--Teachers and even local school administrators do not have the complete and unfailing support of the Central Office.
--There is far too much "red tape" on the part of the D.O.E. The paper work requirements, etc., are tedious and unnecessary.
--It takes too long to obtain repairs to present school facilities.
--The administrators from the D.O.E. seldom visit the schools and observe in various classrooms.
--The climate between the Central Administration and the teachers and building administrators is generally poor. There is suspicion and disunity as a result.
--There are too few people in the Central Administration who are interested in the development of the local communities. Most administrators give the impression of being disinterested outsiders holding down a job and not really pushing for the things needed in Guam.
--In-depth planning in Guam's educational system is sadly lacking.
eliminated from the Guam School System.
--The administrators should evidence their interest in the development of the local community by taking an active part in community affairs and helping to push for things needed in Guam.
--There must be improved in-depth planning in Guam Education. This needs assessment is only a start since most educators are already aware of the needs. What remains to be done is to do some long-range, comprehensive planning to resolve these needs.
--Before local people are hired as school administrators, evidence should be available that they really are equally qualified in every way with stateside personnel. No organization can be better than its administrators of all levels. Weak personalities and ineffective persons in leadership positions must be replaced.
--An efficiency expert should be called in to make recommendations for better school administration.
--The Central Office should strive for continuity and consistency in developing school attendance policies and uniformity in enforcing attendance to the school assigned.
--Everyone in the central administration should be housed under the same roof to facilitate planning and coordination.

The Central Office Administration Needs to Do a Good Job (p. 4).

--With presumably equal qualifications, preference is given to local people in filling administrative jobs.
--A management study done by a professor from the University of Guam criticized the former chain of command. Modifications designed to correct weaknesses in the old pattern have everyone confused and contributes to the administrative efficiency problem.
--New job descriptions for the top-level school administrators are currently in process.
--There is real inconsistency in the attendance policies and means of enforcing those policies from school to school across the island.
--A new building is being planned to put all offices involved in administrative-support services under the same roof. Hopefully, an architect will be hired soon.

VALIDATED NEED:

Learner need: Students need to learn in an optimum learning environment (part 1) characterized by mutual trust, cooperation, and support between qualified and efficient teachers and administrators.

Target population: All students, K-12.

Criteria: This need (part 1) will be resolved when (a) the administrative-support services have been improved as evidenced by (1) adequacy of supplies and equipment, (2) fairness in apportionment of available supplies, (3) availability and adequacy of in-service training and opportunities for professional development for all staff members, (4) recognition of local needs, (5) awareness of local conditions and problems, (6) quality of leadership in curriculum development and in new and innovative education programs, and (7) early assignment of staff members. (The adequacy of the improvement should be judged by a committee of teachers, parents, community leaders, and administrators); (b) communication between the Central Office and the teachers and building administrators has been improved as evidenced by a random poll wherein at least 80% of all educators give evidence of understanding the rationale of accountability has been accepted by the Central Office administration for the Central Office itself wherein there has been complete and regular reporting and evaluation for every office and for every administrator; and (d) a random survey of educators asking for a response to the question, "The central administration of our schools, in doing its job, is . . . (very successful, usually successful, seldom successful, unsuccessful, don't know), has found at least a 10% increase in the number responding to the combined categories of

The Central Office Administration Needs to Do a Good Job (p. 5).

"very successful" and "usually successful."

Criticality: This need (part 1) is considered to be EXTREMELY CRITICAL (1).

Time frame: This need (part 1) should be resolved prior to September 1, 1973.

CONCERN: Schools need to obtain adequate funds with which to operate.

FACTS (What is and what will be)	VALUES (What ought to be)

Guam Opinionnaire Results #86: Our schools are:

	Percent Responding						
	Parents	Non-Parents	Teachers	Administrators	9th Graders	12th Graders	Key Leaders
	N=44	N=78	N=221	N=19	N=342	N=323	N=50
Very Successful	18%	18%	7%	5%	15%	22%	12%
Usually Successful	35	32	33	74	30	36	38
Seldom Successful	17	22	29	16	20	20	18
Unsuccessful	12	9	21	5	17	11	20
Don't Know	17	19	9	0	20	12	12

--Exactly half of the teachers and slightly less of the other groups polled felt that the schools were relatively unsuccessful in obtaining adequate funds with which to operate.
--There is a great need to have funds and resources available to permit education to keep pace with the rate of human population growth on Guam. (1:30:1) 1967
--Great concern has been expressed by all sources of information regarding the quality and efficiency existing in the Department of Education which has responsibilities for the fiscal management and control of the schools. (1:27:4) 1967
--Because of the present general inefficiency of the business division within the Department of Education, there is extreme urgency that a well-prepared person be placed in this important position of educational leadership. (1:27:32) 1967
--There is a need within the business division of school administration to insure coordinated activity and control of fiscal matters. (1:27:43) 1967
--The development of the budget must be based on a carefully formulated educational program which, in turn, has grown from a study of needs. (1:80:31) 1969
--The critical need exists for more and better educational services at a time when the necessary economic and financial support is severely limited; there

We believe:

--All schools should be equally funded on a pre-pupil basis without regard to location or to the racial characteristics of the students attending.
--Guam funds should be used to bring schools who have not qualified themselves as "target schools" using Federal funds up to the same level as the target schools.
--Each school should allocate supply and equipment monies to elementary-school teachers and to secondary-school departments on a per-pupil basis. Any exceptions should be justified extensively so all may understand the reasons for the imbalance.
--With more adequate funding, staffing patterns more conducive to student learning and needed programs may be implemented.
--There is a need for a more realistic maintenance and replacement policy on school facilities and large pieces of equipment.
--Sufficient funds are needed to encourage qualified educators to remain in Guam and make it their home.
--There is a need for special project funds of many kinds. For example, clerical help needs to be provided for school counselors so they will have more time for counseling. There are many of these kinds of examples.
--Guam must not fall further behind in the quality of its educational offerings. The

are increasing demands for governmental services and increasing taxpayer opposition to less than maximum use of tax dollars. (1:Introduction) 1970
--Budget provisions should be made for pilot programs and other special circumstances. (1:114:5) 1970
--Budget distribution should be made on the basis of full-time enrolled pupils. (1:114:5) 1970
--Continued capital outlay and maintenance support should be considered in light of the age of the school. This is especially true in the industrial arts and science areas. (1:113:5) 1970
--Money budgeted for schools increased along with enrollment during the years 1968-69 to 1970-71, as shown below:

School Year	Budget	Enrollment
1968-69	$11,931,960	20,272
1969-70	14,831,534	21,781
1970-71	16,692,499	24,757

(21:11) 1971

--Money spent on capitol improvements and new construction during this same time has also increased yearly, as shown below:

School Year	Improvements	New Construction	Totals
1968-69	$73,000	$2,893,856	$2,966,857
1969-70	213,000	3,811,353	4,024,353
1970-71	308,000	8,039,710	8,347,710

(21:12) 1971

--Over the above three year period, 86.7% of funds came from the federal government; the remaining 13.3% was funded locally. (21 13) 1971

Committee members report that:
--There has been some discrimination shown in funding schools in the better neighborhoods attended mostly by white children in a more substantial fashion than schools in poorer neighborhoods attended mostly by Chamorro children.
--There is also unfairness in funding some "target schools" at a level higher than the non-target schools even though federal funds are involved in the higher levels of funding.
--Present funding arrangements force administrators to cut back programs and to eliminate needed staff positions.

budget must keep pace with enrollment increases and should be accelerated if possible to make up for past losses.
--Inflation must also be taken into account in figuring the budget. There must be no further losses in terms of quality of the educational program.
--There should be a policy of renting textbooks to the students to encourage their wise use and help pay for their replacement.
--More money should come from local sources rather than the Federal Government to provide for more continuity of various programs.
--There should be better accounting and a more equitable distribution of funds. Fewer monies should be placed in a "general" fund.
--The Committee recognizes that this concern is not a true learner need. However, since other needs assessment studies have failed to resolve the needs because of the lack of planning and funding, we insisted that this concern be included. There must be adequate planning and funding to resolve the needs identified by this needs assessment conference.

Schools Need to Obtain Adequate Funds (p. 3).

--The present maintenace and replacement policy is quite unrealistic. Many school facilities and large pieces of equipment are in need of repair or replacement.
--The present financial arrangements are not really conducive for encouraging qualified educators to remain in Guam and make it their home.
--There are many special projects which are not being done because of a lack of funds.
--Guam has actually fallen behind in the quality of its educational offerings since the budget has not kept up with rapidly expanding enrollments.
--Inflation has also taken its toll from the quality of Guam's education offerings.
--The present policy on textbooks is wasteful and encourages student misuse.
--There are too many funds in a "general" fund. The accounting procedures are not reliable and the distribution of funds is not always fair.
--There have been other needs assessment studies on Guam but the needs have not been resolved because of lack of planning and lack of proper funding.

VALIDATED NEED:

Learner need: Students need to learn in an optimum learning environment (part 2) characterized by adequate planning and adequate funding.

Target population: All students, K-12.

Criteria: This need (part 2) will be resolved when (a) all schools on Guam have been equally funded on a per-pupil basis without regard to location or to the racial characteristics of the students attending; (b) non-target schools have received supplemental funds to bring them to the same level of financial support as the target schools receiving Federal funds; (c) the annual budget no longer falls behind previous budgets when adjusted for inflation and for increases in student enrollment; and (d) adequate planning and adequate funding has been provided to enable resolution (to the satisfaction of the committee members) of at least 60% of the needs identified by this needs assessment conference.

Criticality: This need (part 2) is judged to be EXTREMELY CRITICAL (1).

Time frame: This need should be resolved as quickly as possible. (At least a good start should have been made by September 1, 1973.)

CONCERN: Young people need to learn about the environment and its wise use.

FACTS
(What is and what will be)

Guam Opinionnaire Results #42: Our schools are:

	Percent Responding						
	Parents	Non-Parents	Teachers	Administrators	9th Graders	12th Graders	Key Leaders
	N=144	N=78	N=221	N=19	N=342	N=323	N=50
Very Successful	28%	26%	15%	26%	16%	29%	12%
Usually Successful	38	37	47	58	35	35	40
Seldom Successful	18	19	22	11	21	18	26
Unsuccessful	5	6	8	0	15	7	10
Don't Know	10	12	8	5	13	11	12

--Roughly 30% of the teachers and key leaders believed that the schools were relatively unsuccessful in teaching students about the environment and to protect it and use it wisely.
--The fact that Guam has a population density of 416 persons per square mile (1970) points to the need for wise use of the environment. (9:71) 1971
--Total water consumption on Guam -- residential, commercial and government uses -- increased from 1,166 million gallons in 1961 to 1,986 million gallons in 1969, an increase of 70%. Electric power consumption increased by 200% in the same period. (9:72) 1971
--With the starfish, with the use of dynamite and bleach to kill fish for food, with over-enthusiastic shellers, with untreated sewage, and with increased tourism, the reefs and lagoons of Guam have taken a beating in recent years. (Editorial, Pacific Daily News, December 13, 1972)
--"We believe that with the proper sewage treatment plants, water purification systems, and tough anti-pollution laws, we may be able to clean up our lakes and our rivers." (Editorial, Pacific Daily News, December 13, 1972)

Committee members report that:
--Fresh water supplies are barely keeping up with the increased demand.

VALUES
(What ought to be)

We believe:

--Information must be provided to the students and the general public to halt and even reverse the trend towards carelessness and environmental deterioration. Guam's environment is fragile so all must learn how to protect it.
--Our schools have a responsibility to cooperate with governmental agencies and authorities to teach about environmental pollution and how to control it.
--Each child must learn about different forms of pollution (land, water, air, noise, etc.) and the damage that pollution causes to the "quality of life." Each child must also learn appropriate steps which can be taken to correct these problems through his own efforts and through the efforts of others.
--An adequate curriculum guide and related teaching materials should be prepared to acquaint the students with the environmental problems existing on Guam and how to correct them. The full scope of the guide should be determined by experts, but it should treat, among other things, the following problem areas: (1) Need for more fresh water, (2) need to clean up the rivers, lagoons, and beaches, (3) need to protect the reefs, (4) need to protect wild life and plants, (5) need to control littering, (6) need for better garbage collection, (7) need to set standards for the control of air pollutants and excessive noise, (8) and so on.

--Beaches are littered with bottles, cans, and other garbage, contaminated with raw sewage, etc., and the reefs have been seriously damaged.
--Across the island, garbage is dumped indiscriminately.
--Waste recepticles in public places are not emptied as often as needed.
--Students are very careless and throw gum wrappers, pop cans, etc., on the school grounds.
--Automobiles are not cared for properly by many inhabitants. There are too many cars on the roads which emit excessive air pollutants and make loud noises.
--There are no adequate curriculum guides for teaching about environmental deterioration and steps which can be taken to correct the problems, although there is a current curriculum project aimed at developing a usable guide.
--A Science Curriculum Improvement Study is underway in three different elementary schools and concentrates on the Life Sciences. Part of this program deals with the environment. The first year involves teacher training, the second and third years are to test the program. If successful, the materials will be introduced into the science curriculum of all elementary schools.
--Some of the science teachers at the secondary level also emphasize environmental protection. However, there is no organized, on-going program required of all students.
--There is a current effort to produce an illustrated guidebook to the plants and animals found on Guam. To obtain pictures for the guidebook, entries in a nature contest are being solicited.
--There is a need for an intensive island beautification program such as is found in Singapore and in other places.
--There is a need for island-wide clean-up projects, especially those designed to pick up junk, abandoned cars, litter, etc.
--The students are not sufficiently aware of the close association between wise use of the environment and protection against pollutants and some forms of disease, the growth of tourism, the establishment of economic activities related to the use of the land and the sea, etc.
--Environmentally-oriented programs should be established, possibly as part of science and social studies, in all schools, elementary and secondary.
--There should be community and/or school sponsored clean-up campaigns in which adults and students join forces to pick up the trash and litter and haul it to designated locations to be covered with fill material to help make more land.
--The need for environmental protection and the development of island-wide community pride should be fostered through the use of radio, newspapers, local groups, etc.
--Laws should be enacted whenever necessary to protect and clean up the environment.
--The government should provide adequate garbage pick-up and disposal services.
--The government should take prompt action to develop water collection and purification systems, sewage treatment plants, etc.
--The government should also take steps to keep improperly cared for vehicles off the roads.
--Students should be taught to set the proper example for the adults by not litering the school grounds.
--There should be extensive efforts to beautify the island. The schools should assist by providing classes in landscaping and in home and community beautification.
--Before the new curriculum guide and related materials for teaching environmental protection are used in the schools at the elementary-school level, the teachers should be given

Environment and Its Wise Use (p. 3).

in-service training in environmental education. If this is not practical, then special, traveling, consultant-type teachers should be employed to go from school to school and teach this one subject to the students.

VALIDATED NEED:

Learner need: Students (and adults) need to learn about the environment and about ways of protecting it and using it wisely.

Target population: All students, K-12.

Criteria: This need will be resolved when (a) environmentally-oriented programs have been established in all schools, elementary and secondary, possibly as part of existing science and social studies curricula; (b) an adequate curriculum guide and related teaching materials have been prepared to acquaint the students with the environmental problems existing on Guam and how to correct them; (c) in the elementary schools, at least, the teachers have been given adequate in-service training in environmental education or special, traveling, consultant-type teachers have been employed to go from school to school to teach this one subject to the students; (d) random surveys of school grounds have shown a decrease of at least 75% in the number of items found littering the ground for a specified square area; and (e) at least 90% of the students and teachers have participated in at least one community clean-up activity in a given school year.

Criticality: This need is considered to be EXTREMELY CRITICAL (1).

Time frame: This need should be resolved prior to September 1, 1974.

CONCERN: Students need smooth movement from grade to grade and from subject to subject.

FACTS
(What is and what will be)

Guam Opinionnaire Results #71: Our schools are:

	Percent Responding						
	Parents	Non-Parents	Teachers	Administrators	9th Graders	12th Graders	Key Leaders
	N=144	N=78	N=221	N=19	N=342	N=323	N=50
Very Successful	21%	29%	14%	11%	28%	30%	20%
Usually Successful	34	46	47	68	31	43	42
Seldom Successful	19	5	17	11	20	15	12
Unsuccessful	5	6	13	0	9	5	6
Don't Know	11	13	9	11	12	7	20

--Teachers were the most critical of all the groups surveyed in response to the schools meeting this need. Thirty percent felt that the schools were relatively unsuccessful in providing students with smooth movement from grade to grade and from subject to subject.
--More attention needs to be given to articulation between the various grade levels--particularly between the elementary and secondary schools. (1:25:20) 1967
--It is impossible to overemphasize the need for the development of a coherent, systematically-articulated curriculum through all grades in Guam's schools. It is clear that this is the major critical lack in Guam's schools at this time. (1:46:19) 1968
--Consider the urgent need for improved articulation between high schools and the University of Guam. (1:80:41) 1969
--There should be a clarification of policy on the transfer of credit for ninth grade courses and all affected should be notified. (1:114:2) 1970
--The ungraded primary should be investigated, revamped and made standard throughout the school system. (1:26:8) 1967

VALUES
(What ought to be)

We believe:

--Instruction designed to meet the needs of all of the children will judge each child by the best that he can do and allow him to proceed at his own rate, not by progress through a graded school based on subject-matter mastery.
--Children should not be grouped simply on the basis that every child of the same chronological age needs the same subject-matter content for the same identical length of time.
--The present non-graded primary units should be evaluated as quickly as possible, the goals and procedures agreed upon, and the whole program made standard throughout all of the elementary schools in the system.
--Extensions of the non-graded primary concept should be included in the upper grades and in the secondary schools as rapidly as possible. Although the specific format may be different, some accommodations must be made for student differences in rate of learning, general ability, and readiness at all levels.
--At the elementary level, children should be encouraged to progress through the eight levels as rapidly as possible. Some extra help may need to be given to students who require more than four years to achieve the desired objectives.

Smooth Movement from Grade to Grade and from Subject to Subject (p. 2).

--A Buddy system was used to orient incoming elementary students to Junior High school. Seventh grade students took sixth graders for a whole day to school to he p them during orientation. (39:March 29, 1972)
--The University of Guam expenditure on scholarships and student loans has shown tremendous increase since 1961. In the period FY 1961 to FY 1969, spending for scholarships increased from $6,439 to $144,205, an increase of more than twenty-fold. Expenditure on student loans was more than eight times the 1961 figure, from $5,995 to $49,593. (10:12) 1970

Committee members report that:
--There are wide differences in every group of children in regards to ability, motivation, and interest.
--Most teachers on Guam believe that the retention of a slow learner in a grade level or particular subject serves no useful purpose. Yet teachers are not adequately prepared for non-gradedness.
--At the present time grades 1-3 are divided into 8 levels.
--Children are to move to the next level as soon as they are ready, but this is not widely done.
--Board policy stipulates that a child spend no more than four years in the ungraded primary.
--Many students take as long as three years to complete levels 1-4 (traditionally considered grade 1).
--Many students fail to complete levels 1-8 before assignment to grade 4.
--Reading is the only criterion for assignment to any of the eight levels.
--Teachers do not understand nor agree upon the objectives for each level.
--Principals also do not agree upon the objectives for the different levels.
--When movement from level to level is recommended by teachers, principals often do not implement such movement.
--Training to help teachers understand the philosophy of the ungraded primary school and the objectives for each of the different levels is not provided.
--Outside of possibly the primary grades in each school, articulation between the programs of different schools and different levels is almost non-existent, causing learning problems for the students who transfer to another school.
--All teachers of the same level(s) throughout the system should agree on the goals and objectives for that level(s). The principals should also concur.
--Other academic, social, and emotional factors besides reading achievement should be used as assignment criteria to the different
--Grade four teachers must tackle the problem of permitting students to come from the non-graded primary unit whenever they are ready with a minimum of difficulty and adjustment. This problem could be largely solved if almost all of the fourth grades used individualized, personalized instructional procedures.
--There should be agreement on the length of time devoted to reading and language instruction in the elementary school grades. This agreement should be reflected in percentages of time which should be used at each level and in each grade.
--Readiness building for level one should be the major objective of the kindergarten program. Included in this readiness in better understanding on the part of Chamorro students of oral English.
--The various perceptual and coordination skills are not sufficiently identified for the primary and intermediate grades. Work should be done on spelling them out and including them in the school curriculum.
--In most cases, children should be kept in some kind of social grouping which would allow the youngsters to identify with their age-mates,

Smooth Movement from Grade to Grade and from Subject to Subject (p. 3).

--Outside of the primary grades, adjustments in the school's program to provide for student differences in rate of learning, general ability, and readiness are not observable in the majority of schools.

regardless of the adjustments made to teach them at their individual levels of readiness.
--In-service training for the teachers and principals should be provided, especially those working with the non-graded primary units, to develop guidelines, agree of objectives, and attempt better coordination and articulation among different levels and schools.
--A totally non-graded elementary school and a partially or totally non-graded secondary school should be established on an experimental or pilot basis to develop curricular strategies and suitable approaches. There should be rigid controls so the following assumptions may be adequately tested: (1) a non-graded school provides an atmosphere in which individual differences can be more readily detected and accommodated, (2) a non-graded school allows students to be better adjusted, socially accepted, with an improved self-image; (3) a non-graded school will permit students to learn more than under the conventional system, (4) a non-graded school will lower the drop-out rate, (5) a non-graded school will solve problems associated with the slow learner and the gifted learner, (6) a non-graded school will produce less student frustration, resentment, and disliking for school.
--There should be coordination and articulation between levels, grades, and different schools. A student must be able to transfer from school A to school B without serious interruption of his learning.

Smooth Movement from Grade to Grade and from Subject to Subject (p. 4).

--There should be better articulation between the elementary and secondary levels and the University of Guam.

VALIDATED NEED:

Learner need: Students need smooth movement from level to level, grade to grade, and subject to subject.

Target population: All students, K-12.

Criteria: This need will be resolved when (a) the present non-graded primary units have been evaluated, the goals and procedures agreed upon, and the whole program made standard throughout all of the elementary schools in the Guam school system; (b) some extensions of the non-graded primary concept have been introduced into the intermediate grades and into the secondary schools; (c) in-service training has been provided for the teachers and principals working in the non-graded primary units; (d) a district-wide effort has been made to coordinate and articulate the subject-matter from level to level, from grade to grade, and from subject to subject; (e) an in-depth study of ten students who transferred to a new school, selected at random, has found no serious interruption of learning as a result of these transfers; and (f) at least 80% of all students, parents, non-parents, teachers, and school administrators, selected at random, have expressed the belief that the schools are relatively successful in providing students with smooth movement from level to level, grade to grade, and subject to subject.

Criticality: This need is judged to be EXTREMELY CRITICAL (1).

Time frame: This need should be resolved prior to September 1, 1975.

CONCERN: Students need to be informed about drugs and drug abuse.

FACTS (What is and what will be)	VALUES (What ought to be)

Guam Opinionnaire Results #38: Our schools are:

Percent Responding

	Parents N=144	Non-Parents N=78	Teachers N=221	Adminis-trators N=19	9th Graders N=342	12th Graders N=323	Key Leaders N=50
Very Successful	18%	27%	11%	21%	26%	32%	10%
Usually Successful	35	29	34	26	27	27	24
Seldom Successful	12	10	19	26	18	18	22
Unsuccessful	12	22	8	5	18	14	16
Don't Know	23	12	27	21	12	10	28

--Approximately 25-35% of the opinionnaire respondents felt that the schools were relatively unsuccessful in teaching the students about drugs and the dangers of drug abuse.
--Attention should be given to a more structured approach in providing health instruction in such areas as drug abuse, dangers of alcohol and tobacco. (1:113:2) 1970
--Gross business receipts in the wholesale sector from the sale of alcoholic beverages were $4,153,000 and $2,277,000 for 1968 and 1969 fiscal years respectively. The figures in the retail sector are not given. (10:19) 1970
--A unit on drug abuses and uses was announced by Mr. Franklin J. Quitugua as a part of secondary curriculum as of September, 1970. (39:Feb. 28, 1970)
--The federal government awarded a $20,000 grant to Guam to send a 5-member team to workshops on drug education. That 5-member team then trained 87 other teachers, administrators and councilors. The goal was to provide one resource person at each school. (39:Oct. 22, 1970)

Committee members report that:
--Additional federal funds have been received in recent years to help combat drug abuse. It is questionable if these funds have been spent wisely.

We believe:

--Accurate and factual drug information should be readily available to all students. Such information should be disseminated as part of an over-all drug education program in the schools and supplemented by public information disseminated over the radio and in the local newspaper.
--There should be a crash program to educate parents about the problems of drug abuse involving children and about positive steps which can be taken to protect their children from these problems.
--Classes in psychology may assist the young people to understand themselves better and how to legitimately meet their needs and solve their personal problems without the necessity of trying to find short cuts through drugs.
--Open rap sessions may also help the young people to compare notes with other peers, to compare stresses and tensions, and to gain insight from the reactions and feedback obtained from the group interaction.
--Drug problems among young people highlight the pressing need for more and better trained counselors with whom young people and their parents can discuss their hopes, fears, frustrations, and problems, including drug problems.

--There is a Navy CARE program available for dependents of military personnel on Guam. However, civilian and Chamorro dependents have no readily available help if caught up in drug problems.
--There is an experimental drug education program in the process of development at the elementary-school level using seed money from Federal funds.
--Recently, a workshop in drug education was offered to all 5th and 6th grade teachers on Guam. However, only about 35-40 teachers actually attended the workshop which was held after regular school hours.
--There has been a weekly television show aimed at elementary-school students and make them more aware of the dangers of drug abuse. However, there were not enough TV receivers in all of the schools to bring the programs to the attention of all students. Those who did view the programs complained that the production level was very poor and that the programs were not lively and interesting to the youngsters.
--Parents are not aware of the needs of their children and are not sufficiently aware of the things their children are doing during the times they are not in school.
--Not very much is being done in the secondary schools to provide accurate and factual drug information to the students, to provide classes in psychology, or open rap sessions for the students.
--The counseling offered by the schools is inadequate. Very few of the counselors know much about drugs and how to help young people who are involved in drug problems. Also, there are not enough counselors to spend the time needed to help students with drug problems.
--Medical and mental health treatment facilities are inadequate and are lacking at the village level.
--The community does not have a drug analysis center operated by trained personnel and staffed by sympathetic counselors at the present time even though there is an obvious need for such a center.
--In some respects, alcohol abuse is even more of a problem among the older students than is drug abuse.
--There should be free medical and mental health treatments for all students caught up in drug problems. Facilities to provide such treatment are needed at the village level.
--A community drug analysis center should be established with trained personnel (including psychologists) and with the opportunity to interact with sympathetic counselors for the rehabilitation of students who persist in using drugs.
--More effective law enforcement is needed to stop traffic in drugs and to eliminate the illegal sources of drugs for young people.
--Efforts should be made to acquaint the students with the problem commonly associated with the excessive use of alcohol.

Drugs and Drug Abuse (p. 3).

VALIDATED NEED:

Learner need: Students need to be informed about drugs and about the dangers of drug abuse.

Target population: All students, K-12, and also adults.

Criteria: This need will be resolved when (a) accurate and factual drug information has been disseminated as part of an on-going, drug-education program in all schools; (b) a "crash" program has been conducted to educate parents about problems of drug abuse and about positive steps which can be taken to protect their children from these problems; (c) more and better trained counselors (as judged by a committee of counselors, teachers, student leaders, parents, and school administrators), have been made available to assist in helping students to meet their needs in legitimate ways and assist in helping students involved in using drugs to solve these problems; (d) facilities for providing free diagnosis, treatment, and follow-up guidance, such as roving medical units, a drug analysis center, etc., have been provided in an adequate manner (as judged by the same committee mentioned in (c) above; and (e) there has been at least a 50% reduction in the number of students known to use alcohol to the point of intoxication.

Criticality: This need is considered to be EXTREMELY CRITICAL (1).

Time frame: This need should be resolved prior to September 1, 1975.

CONCERN: Students need to learn basic communication skills in a language other than English.

FACTS (What is and what will be)	VALUES (What ought to be)

Guam Opinionnaire Results #20, #21, and #22: Our schools are:

20. STUDENTS NEED TO LEARN SPEAKING SKILLS IN A LANGUAGE OTHER THAN ENGLISH

Percent Responding

	Parents N=144	Non-Parents N=78	Teachers N=221	Adminis-trators N=19	9th Graders N=342	12th Graders N=323	Key Leaders N=50
Very Successful	14%	18%	6%	16%	28%	32%	8%
Usually Successful	28	27	25	26	33	15	16
Seldom Successful	17	23	19	21	17	26	22
Unsuccessful	16	15	18	11	9	11	28
Don't Know	24	17	32	26	13	7	26

21. STUDENTS NEED TO LEARN READING SKILLS IN A LANGUAGE OTHER THAN ENGLISH

Percent Responding

	Parents N=144	Non-Parents N=78	Teachers N=221	Adminis-trators N=19	9th Graders N=342	12th Graders N=323	Key Leaders N=50
Very Successful	10%	10%	3%	11%	17%	22%	4%
Usually Successful	26	28	20	21	39	37	16
Seldom Successful	17	21	16	5	18	17	22
Unsuccessful	20	14	22	16	8	10	22
Don't Know	26	27	39	47	18	14	36

We believe:

--Ethnic pride is a basic human right.
--It is desirable and worthwhile to retain the Chamorro language and cultural values.
--Chamorro should be given official status and recognition by having it taught in the schools to all students from a Chamorro background.
--Being able to interact with teachers or teacher aides in Chamorro will give students from Chamorro backgrounds the opportunity to participate fully in the learning process, utilizing all of the knowledge and background picked up from daily living with their families.
--By taking advantage of all facets of a native child's knowledge, the schools will be able to teach him other subjects, including English, more easily and more fully.
--The TESL program should be replaced by the bilingual program as quickly as possible for all students from a Chamorro background.
--Everybody who comes to Guam should learn to speak a little Chamorro. Students of state-side parents should be provided the opportunity to study Chamorro in school if they choose.
--There should be other foreign language study available for the stateside youngsters, preferably one of their own choosing.
--An improved Chamorro language program should be designed as quickly as possible for

22. STUDENTS NEED TO LEARN WRITING SKILLS IN A LANGUAGE OTHER THAN ENGLISH

	Percent Responding						
	Parents	Non-Parents	Teachers	Administrators	9th Graders	12th Graders	Key Leaders
	N=144	N=78	N=221	N=19	N=342	N=323	N=50
Very Successful	7%	12%	2%	11%	13%	13%	6%
Usually Successful	24	23	14	5	35	34	12
Seldom Successful	18	22	20	11	23	22	20
Unsuccessful	25	19	23	26	9	12	26
Don't Know	26	24	42	47	21	18	36

--Approximately 30-50% of the opinionnaire respondents believed the schools were relatively unsuccessful in teaching Chamorro language skills to the Guamanian students.
--There is a need to update and revitalize the foreign languages. (1:19:5) 1966
--There is a need to correlate the text and supplementary offerings within one language in foreign language instruction. (1:19:5) 1966
--There is a need to coordinate and update the instructional methods and materials in foreign languages. (1:19:5) 1966
--Equipment needs include adjuncts to equipment already in the schools' possession and also new equipment, particularly language-laboratory equipment and appropriate tools for producing classroom materials. (1:19:3) 1966
--Language laboratories are needed to bring good quality native voices into classroom. (1:50:2) 1968
--As part of an island cultural program, an attempt should be made to preserve the Chamorro language and the Chamorro culture as such. (1:46:18) 1968
--As part of an island cultural program, conversational should be taught in both the college and the Guamanian schools. (1:46:18) 1968
--During the school year 1970-1971, a bilingual-bicultural program funded by the federal government under ESEA Title VII included two experimental schools use in the bilingual programs and for use in elective Chamorro language classes in the high schools.
--A corps of local teachers needs to be trained to teach in the bilingual programs and in the high school Chamorro language programs. This corps of teachers should have regular opportunities for in-service training.
--The teachers must be sufficiently trained to encourage creativity in using the Chamorro language and also to teach about the history of Guam and about the Chamorro culture.
--Encouragement should be given to the local radio and television stations to provide regular public-service programs in the Chamorro language.
--Careful study and evaluation should be made of the various bilingual programs so that it can be demonstrated to skeptical teachers and parents that native students do learn English faster and better than in a regular program where they were not encouraged to use their own language in the learning situation.
--Consideration should be given to the desirability of teaching some Japanese in the Guamanian schools.

and two kindergarten classes per school, reaching approximately 95 students. Instruction was in English and Chamorro with the aim of developing proficiency in both languages in speaking and listening, reading and writing. (22:1-8) 1971

--Parents of children in the bilingual program were apprehensive that learning Chamorro would hinder a child's learning English. But gradually, according to one teacher at Torres Elementary, "Parents noted that their children were responding well. First they get a clear idea in Chamorro and then translate to English." (39:December 30, 1970)

--Results of the bilingual program for mid-year 1970-71 showed that slow learners in the experimental groups exceeded performance of slow learners in control groups at a level that was considered statistically significant." In May of 1971, tests of general mental ability in the English language and the Chamorro language were given. Results showed no variances between the two groups that were considered statistically significant. (3) 1970

--One contribution of the Guam bilingual project has been the development and validation of tests of language ability in Chamorro. The Chamorro version of the Auditory Test for Language Comprehension was developed and administered to children in the project. (22:5) 1971

--Three new booklets have been printed which are in Chamorro for use in the Department of Education's Bilingual Education program. (39:March 2, 1972)

--Japanese language is taught at JFK Senior High in the Adult Evening Education Program and at the University of Guam. (39: Oct. 7, 1970)

--There is no foreign language laboratory at the John F. Kennedy High School. (1:82:2) 1969

Committee members report that:

--Over 50% of the school population of Guam is from a Chamorro background. The figure is much higher when only the permanent population is considered.

--Guam is the traditional center of the Chamorro language and culture and not a transplanted "stateside" community.

Basic Communication Skills in a Language Other than English (p. 4).

--Other ethnic groups on Guam are stronger culturally than the Chamorros since they come from much larger culture groups (such as American, Filipino and Japanese).
--Schools in the past have advocated cultural extinction. Official erradication of the language has been attempted in the past through the use of fines and punishment in the schools.
--The schools have neglected to recognize the home language and English is the official language of the island.
--Language and culture are synonymous. When the language is lost, the culture is lost with it.
--Political re-integration of the Marianas Islands is jeopardized because of the loss of cultural ties between Guam and the other Marianas Islands.
--There is a small, federally-funded experimental project bilingual education in two schools. Evaluation has been favorable.
--Both the younger and older generations have begun to express their concern about the loss of their language.
--Many Chamorro background students feel lost or even alienated in the schools because of the lack of prestige accorded their native tongue.
--Although Chamorro is still the predominant language in Chamorro homes, some children come to school with little fluency in Chamorro.
--Chamorro was first used as a written language in the 17th century by Jesuit missionaries. It has been taught as a written language in the Escuelan Pale (Priest's School).
--The local radio and television stations appear to be reluctant to provide sufficient regular public-service programs in the Chamorro language.
--Some teachers and even parents question the desirability of spending valuable school time on teaching Chamorro youngsters to speak, read, and write in Chamorro when they obviously need to practice English.
--No Japanese is taught in the schools even though more and more Japanese are coming to Guam for business and for pleasure.

Basic Communication Skills in a Language Other Than English (p. 5).

VALIDATED NEED:

Learner need: Students need to learn basic communication skills in a language other than English.

Target population: All students, K-12, from Chamorro backgrounds.

Criteria: This need will be resolved when (a) an improved Chamorro language program has been designed and implemented in the Guam School System, preferably through an expansion of the present bilingual program; (b) all students currently in the TESL program have been transferred to the bilingual program; (c) a sufficient number of Chamorro-speaking teachers have been recruited and trained to meet the needs of the greatly expanded bilingual program; (d) elective classes in Chamorro have been established at the high-school level; (e) the local radio and television stations carry regular public-service programs in the Chamorro language; and (f) careful evaluations of the various bilingual programs have clearly demonstrated that native students learn English faster and better than under conventional programs.

Criticality: This need is judged to be EXTREMELY CRITICAL (1).

Time frame: This need should be resolved prior to September 1, 1975.

CONCERN: Young people need to learn about various native cultures and about the history of Guam.

FACTS (What is and what will be)	VALUES (What ought to be)

Guam Opinionnaire Results #43 and #44: Our schools are:

44. LEARN ABOUT VARIOUS NATIVE CULTURES

	Percent Responding						
	Parents	Non-Parents	Teachers	Adminis-trators	9th Graders	12th Graders	Key Leaders
	N=144	N=78	N=221	N=19	N=342	N=323	N=50
Very Successful	19%	31%	12%	11%	24%	28%	10%
Usually Successful	41	35	38	68	32	36	28
Seldom Successful	15	12	25	5	19	15	28
Un-successful	9	8	9	5	9	11	24
Don't Know	15	15	16	11	16	11	10

43. LEARN ABOUT THE HISTORY OF GUAM

	Percent Responding						
	Parents	Non-Parents	Teachers	Adminis-trators	9th Graders	12th Graders	Key Leaders
	N=144	N=78	N=221	N=19	N=342	N=323	N=50
Very Successful	29%	47%	21%	26%	41%	36%	14%
Usually Successful	40	24	45	53	27	29	28
Seldom Successful	15	10	16	5	13	18	32
Unsuccessful	6	1	8	11	7	8	16
Don't Know	10	17	11	5	12	10	10

--Approximately half of the key leaders and lesser percentages of the other respondents believed the schools were relatively unsuccessful in teaching

We believe:

--Since schools are very much culture-creating institutions, students have their cultural knowledge expanded and kept alive at school.
--No student should feel uncomfortable at school because he is from a different cultural background than the students and teachers who come from the United States.
--Every student who attends school in Guam, even those who are temporary, should become acquainted with the indigenous culture of the island and the various cultures of Micronesia which are near-by. These cultures should be studied in school to assist students in being more aware of cultural differences and more aware of cultural differences and more tolerant of them.
--The same teachers in the elementary schools who are assigned to teach the Chamorro language should also be assigned to teach about the Chamorro culture and the history of Guam in order to build more adequate cultural pride and self-esteem in the native students.
--An elective course should be provided in the high school curriculum to permit an in-depth study of local and Pacific cultures.

students about various native cultures and about the history of Guam.

--The Guam Department of Education lists the following figures for the "Ethnic Origin of Students" at the elementary and secondary school levels as of September 30, 1971:

Group	Elementary	Secondary	Total
Guamanian	8,778	5,259	14,037
Filipino	2,497	1,350	3,847
Micronesian	265	180	445
Oriental	224	97	321
Caucasian	4,360	2,164	6,524
Negro	244	163	407
Others	330	110	440
Total Enrollment	16,698	9,323	26,021

(21:1) 1971

--During this same year, it was computed that 63% of the students were residents of Guam while 37% were non-residents living in Guam on a temporary basis. (10:8) 1971

--There is need for development, improvement, evaluation and expansion of the current curriculum with special concern for its relevancy to Guam. (1:109:13) 1969

--Encouragement should be given to the perpetuation of the various ethnic backgrounds, heritages and cultures of the region through activities that feature the various costumes, dances, art, music, food, language, and customs. (1:114:4) 1970

--There is a need to adopt curriculum to local materials, geography, history and culture. (25:58) 1970

--An appropriate and well-balanced educational program must be designed--one that will take into account the unique needs of Guam's children. (1:25:20) 1967

--There is a need for a successful meshing of the rationalistic, traditional "now" oriented culture of the native born population. The problem involves designing education programs that will preserve that which is unique, beautiful

--An in-service or pre-service training program should be provided for all teachers who will specialize in teaching the Chamorro language and about the Chamorro culture.

--Certification requirements for teaching on Guam should include at least a one-semester course which teaches about Pacific cultures and a one-semester hour course in Chamorro or Guamanian history.

--In-service workshops are provided in learning more about Pacific cultures and Guamanian history.

--Chamorro language and culture programs should be produced for presentation over local radio and television stations.

--Adequate teaching materials and audio-visual aids should be prepared or purchased for use in teaching the Chamorro language and culture curricula.

--These materials should be designed to help native students feel that the school system is also theirs and not transplanted from the "states."

--These materials should also be designed to focus more on what has been here on Guam, what is here now, and what is likely to be here in the future.

--A greater knowledge of island history ought to be had by all students and by all adults as well in order to understand how the island has arrived at its present state and to understand its problems and attempted solutions.

and viable within the sub-cultures while at the same time introducing attitudes and skills that are necessary for successful competition in the mainstream of American life. (1:112:33) 1970
--There is a need for Guam to push its Charmorro/Spanish heritage as a selling point. It badly needs some "flavor" if it is to become a tourist attraction. (1:30:2) 1967
--There is a need for courses in Chamorro culture to be taught in the Guamanian schools to help deepen statesiders' understanding of the values, tradition, and orientations of the Guamanian people. (1:46:18) 1968
--The isolation of America's westernmost outpost from the rest of America creates a strong need for better communication between the mainland and Guam, as well as a need to share in the same cultural and educational experiences as those enjoyed on the mainland. (1:23:13) 1967
--Supplementary books and materials and audiovisual aids are needed in the classrooms to support and enrich the history program. (1:51:2) 1968
--The identity of the various ethnic groups must be perpetuated through activities that provide opportunities for the students to continue customs, wear the costumes, perform the dances, and prepare, along with service, the food, and in other ways feature the music and art, heritage, tradition, and culture as represented by the students. (1:113:4) 1970
--There is a need for the people to learn about and develop a reasonable respect for their history and culture and to evaluate these relative to the cultures of other people. (1:30:8) 1967

Committee members report that:
--Over 50% of the total enrollment figures are students from a Chamorro background. The figures probably reach 70% when the temporary population is not considered.
--There is an appalling lack of knowledge about the island's history among all segments of the island population. Much of the knowledge is hear-say.
--There are few materials on Guam's history and those which are now in use are inadequate, particularly at the high-school level.
--All students should understand the processes involved in cultural change so they may selectively seek to preserve certain values and conditions while permitting others to be modified in selected ways.
--The term "culturally different" should be substituted for the term "culturally disadvantaged" in speaking or writing about children from native backgrounds.
--More concern and appreciation for the local culture should be evidenced by all teachers and administrators employed to work in the Guam School System.

Various Native Cultures and the History of Guam (p. 4).

--Students who come from a strong Chamorro background (or other non-English background) often feel ill-at-ease at school because their backgrounds are either down-graded or ignored.
--"Stateside" students from the military bases usually leave the island without learning about the island, its people and its way of life.
--There is lack of pride and confusion among many students concerning their ethnic and cultural background because it is generally ignored at school. This confusion often leads to resentment of the school system and the feeling that the system is somebody else's.
--Guam is located in the midst of other related yet different island cultures, many of whom are represented on Guam.
--Ethnic prejudice exists among some of people because of the different groups living on the island.
--For most of the educational history of Guam, the students have been taught how to adapt to an outside culture.
--Much of the emphasis in Guam history is towards an explanation of how things were done to the native people by outsiders rather than what the native people themselves were doing.
--Students from strong Chamorro backgrounds shrink from expressing themselves fully and are at times embarrassed at their own racial characteristics because their culture seems to compare so poorly with the English-speaking culture which is held up as the model.
--Present textbooks are "stateside" oriented. It is difficult for local students (except for the temporary residents) to relate to these teaching materials.
--The present educational system is tearing families apart in regards to duties, values, and goals.
--To the Chamorro students, being American means being white, English-speaking, successful, and rich, not being black, brown, unsuccessful, or poor.
--Teachers, being mostly of a different cultural background themselves, have been influencing native children--probably not deliberately but subconsciously--to want to be "statesiders" and not Guamanians.

Various Native Cultures and the History of Guam (p. 5).

VALIDATED NEED:

Learner need: Students need to learn about various Pacific Island cultures including Chamorro and about the history of Guam.

Target population: All students, K-12.

Criteria: This need will be resolved when (a) a special program to teach about Chamorro and Micronesian cultures has been designed and implemented in the Guam School System, preferably in connection with the related program to teach the Chamorro language; (b) the teachers assigned to teach in the bilingual program plus all other teachers in the elementary schools have received pre-service or in-service training in Chamorro and Micronesian cultures and in the history of Guam; (c) elective classes in Chamorro and Pacific-Island cultures and in the history of Guam have been established at the high-school level; (d) Chamorro culture programs have been produced for presentation over local radio and television stations; (e) adequate teaching materials and audio-visual aids have been provided for teaching about local island cultures; and (f) a committee of bilingual teachers, elementary-school teachers, parents, citizens, school administrators, and student leaders has examined the new program to teach about the local history and culture and has found it to be relatively successful.

Criticality: This need is considered to be EXTREMELY CRITICAL (1).

Time frame: This need should be resolved prior to September 1, 1975.

CONCERN: Students need appropriate career information, vocational guidance, and occupational (job) skills.

FACTS (What is and what will be)	VALUES (What ought to be)

Guam Opinionnaire Results #27, #41, and #64: Our schools are:

41. LEARN ABOUT CAREERS, VOCATIONS AND OCCUPATIONAL OPPORTUNITIES

	Percent Responding						
	Parents N=144	Non-Parents N=78	Teachers N=221	Administrators N=19	9th Graders N=342	12th Graders N=323	Key Leaders N=50
Very Successful	21%	36%	10%	21%	21%	39%	12%
Usually Successful	30	29	30	37	29	37	30
Seldom Successful	15	12	19	32	16	13	26
Unsuccessful	6	4	8	0	10	6	18
Don't Know	28	19	33	11	23	6	14

64. ADEQUATE VOCATIONAL GUIDANCE

	Percent Responding						
	Parents N=144	Non-Parents N=78	Teachers N=221	Administrators N=19	9th Graders N=342	12th Graders N=323	Key Leaders N=50
Very Successful	19%	23%	8%	11%	13%	31%	6%
Usually Successful	31	35	27	42	28	33	32
Seldom Successful	16	19	19	21	18	14	30
Unsuccessful	8	5	12	11	13	11	12
Don't Know	26	18	35	16	28	11	20

We believe:

--Surveys and studies should be conducted on Guam to assess local career and vocational opportunities.
--Adequate funds should be made available to collect a wealth of career information materials on jobs available both in Guam and in the United States. These materials should be geared to the reading levels of both elementary and secondary-school youngsters.
--A room or area should be made available in each school for students to come and browse through these career informational materials, preferably near area in the schools which have counselors.
--All of the junior high schools and the senior high schools, at least, should have career information courses to make full use of the available materials and to expose the students to available resource people from the community as quickly as possible, a "world of work" program, or something similar to it, should be established in all of the elementary schools.
--The Department of Education should have a planned program to utilize the public communications media to convince the public, in meaningful ways, the reasons why more students must be trained in vocational and technical

27. LEARN OCCUPATIONAL (JOB) SKILLS

	Percent Responding						
	Parents N=144	Non-Parents N=78	Teachers N=221	Administrators N=19	9th Graders N=342	12th Graders N=323	Key Leaders N=50
Very Successful	9%	24%	8%	21%	15%	26%	6%
Usually Successful	30	32	29	21	23	36	32
Seldom Successful	17	15	16	16	17	16	22
Unsuccessful	13	9	11	11	17	9	24
Don't Know	31	19	36	32	28	13	16

--According to the opinionnaire results, almost half of the key leaders and lesser percentages of the other respondents believed the schools were relatively unsuccessful in providing students with appropriate career information, vocational guidance, and occupational (job) skills. Also, an unusually large number of respondents did not know whether or not the schools were successful in meeting these needs.
--There is a need to provide children and youth with the quality of curriculum and instruction that will enable each to attain his role as an adult citizen. (1:7:14) 1965
--Guam's acute need for large-scale vocational and technical training has long been recognized. (1:11:39) 1966
--Survey the educational and vocational needs of the adult population and organize a council to oversee that these needs are met through available resources. (1:25:19) 1967
--Even if each high school offers a fairly comprehensive program, Guam will still need the more specialized technical vocational institution. (1:25:177) 1967
--There are seven secondary industrial arts programs in operation, with an additional effort being made to set up a small general shop at the juvenile institution. Three of the schools, Dededo Junior High School, George areas, i.e., 8 out of 10 jobs will not require a college degree by the year 1980. The idea that a trade-oriented career can be satisfying and rewarding ought to be an accepted idea among the general public and among the students. The parents ought to accept their child's desire to pursue a non-college oriented career.
--The Department of Education ought to be committed to this long-range public information goal and demonstrate that commitment with a full-time and well-qualified Public Information Officer and a secretary to work along with and support the present Public Information Office in charge of the overall public information plan.
--The public media ought to be involved in a positive way and in depth (not as it now is) in both the preparation and execution of the plan, perhaps on a consulting basis.
--This public-information program ought to include grass root contacts by staff members on a continuous basis.
--Both the public-information programs for the general public and the career-information programs for the students should aim at developing an appreciation for the "world of work." Too much emphasis in the past has been given to the professions which has resulted in undesirable attitudes on the part of the young people which need to be changed.
--Counselors need time to counsel with more emphasis upon vocational counseling.

Washington Junior High and George Washington Senior High are all well-equipped, but the remaining five schools need additional equipment to meet the educational objectives as outlined in the industrial arts curriculum guide. (1:33:2) 1967

--Undoubtedly the need for an early and systematic widening of vocational horizons is especially urgent in Guam. (1:25:178) 1967

--Identify vocational education and secure better acceptance for it. (1:25:18) 1967

--The vocational areas of the educational system should receive all help possible to attract and hold as many students as possible, to develop their employability before leaving school and to maintain their employability throughout their lives. (1:58:16) 1968

--The vocational training program must be worked in harmony with the employment services available in the community, both civilian and military. (1:41:11) 1968

--Sufficient funds must be made available to establish new training and treatment programs in culinary skills, industrial and construction skills and education. (1:42:2) 1968

--Guam has a critical shortage of skilled craftsmen and journeymen in the trades. (1:40:1) 1968

--A new curriculum guide has been introduced which stresses both occupational and university preparation programs. Also, a High School Equivalency program at the University of Guam has been introduced. (40:Oct. 25, 1969)

--Long-range vocational-education planning has been difficult to do in light of the usually short employment period and the time needed to orient teachers to the Guamanian culture. (1:67:17) 1969

--In industrial arts there is evidence of a lack of safety programming, coordination, and implementation. (1:89:2) 1969

--A number of schools require basic equipment to support basic program objectives in industrial arts. (1:89:2) 1969

--Transportation should be made available to feeder schools to provide greater student participation and utilization of the Vocational Technical School. (1:114:5) 1970

--There should be at least one counselor per school who has specialized in vocational counseling to be assigned this specific responsibility.

--Career education and vocational counseling should begin in Kindergarten and continue through the post-high school levels. These programs should be planned and organized with continuity of staff members to a much greater extent than at present.

--In-service training in career education is needed for teachers since much of this information can be given in the classrooms. Teachers who are aware of the need for career education and for vocational counseling can reinforce desirable attitudes and be of considerable positive influence upon their students.

--Potential drop-outs should be identified early and counseled into vocational programs where they can be successful and where they will be more practical benefit in going to school.

--Aptitudes of students should be identified early. Programs of vocational guidance are needed in the elementary schools as well as the junior and senior high schools.

--Comprehensive testing and counseling services related to career and vocational planning are needed for all students, but particularly the Chamorro students.

--A career development center in the high schools, and possibly in the elementary

--Referral agencies should be identified and channels of communication opened that will reinforce the vocational counselors. (1:114:4) 1970
--A browsing space in the counselor's offices should be provided for student perusal of college catalogs and a wide assortment of career and vocational guidance materials. (1:114:4) 1970
--Of the 502 teachers polled, 202 believed there is a need for vocational education programs. (25:57) 1970
--In September, 1970, the number of secondary school students enrolled in vocational education was 365. (38:83) 1972
--Follow-up studies and exit interviews should be established to provide information affecting curriculum development and counseling services. (1:114:3) 1970
--Consideration should be given to the possible development of an expanded Vocational Technical School to serve grades ten through fourteen, with added courses in food preparation services, cosmetology, graphic arts, or any new areas as community needs develop. (1:114:3) 1970
--Improved articulation with the Vocational Technical School through compatible modified daily schedules, bus services and by other means should be developed. (1:114:2) 1970
--A need for vocational classes for secondary pupils to reduce potential dropouts was cited by 159 of the 502 teachers polled. (25:61) 1970
--Consideration should be given to the adjustment of the daily class schedule to permit more use of the "trade-tec" school facilities. (1:113:2) 1970
--The junior high school industrial arts program has four segments: woodshop, drafting, electricity, and metal works. (39:April 2, 1970)
--Concerning the responsibility for manpower training, Mr. Franklin Quitugua has said: ". . . we see our responsibility as that of offering training to not only secondary and post-secondary students but in addition, to the disadvantaged, the adults for training and re-training, people with special needs, workers for new businesses, in effect everyone and everybody!" (49:15) 1971
--The Guam Edonomic Conference of 1971 reports a total enrollment in public and private schools on the island at 30,000 out of a total government schools, could appropriately house both the counselors and the career informational materials. The coordinator of the center could also assist in keeping information current and possibly in providing placement services to students after training programs have been completed.
--Counselors at the elementary school level could direct the "world of work" program and the use of the career information materials in each grade. They should also be able to present many problems which fester in schools without counselors.
--There should be more vocational education programs offered by the regular high schools as well as a build up of the Guam Vocational and Technical High School.
--The Vocational and Technical High School should have programs for girls as well as for boys. They should also have some general education and physical education to make it more attractive to the boy students.
--Distributive Education, now offered only by the Vocational and Technical High School, should be added to the vocational programs offered by the regular senior high schools.
--Present programs in vocational skill training need to be upgraded and the overall vocational program needs to be expanded.
--There should be greater use made of civilian and military consultants in planning and implementing the expanded vocational education programs.

expenditure of $49,000,000. (49:8) 1971

--Figures for the 1971 Guam Economic Conference show a 47 percent increase in total employment between 1960 and 1970 and an additional 8,000 jobs in the economy. In addition, 3 out of every 4 jobs are held by men. Women hold 1 out of 4, which is lower than the stateside figure of 1 out of 3. Almost 2 of every 3 jobs are held by local hire. Alien workers are employed in 29 percent of the total. About one-half of these are in construction. Contract workers occupy 8 percent of the jobs. The largest major employer is government, with 26 percent of the work force employed by the federal government, and 22% by the local government. Contract construction is the second largest industry with 17% of all paid jobs. Wholesale and retail trades account for 14 percent of the total employment. Manufacturing accounts for only 4% of the work force. (49:5) 1971

--The new Vocational Technical High School reaches some 14 areas of occupational training; including auto services, auto mechanics, small engine repair, body and fender repair, machine shop, welding and metal fabrication, carpentry, masonry, electrical, radio and TV repair, technical electronics drafting, graphic arts, refrigeration and air conditioning and cooperative education. (49:16) 1971

--In response to the question, "Did you work while attending school?", 28.5% of the early school leavers answered "yes" and 17.8% of the control answered similarly. (5:56) 1971

--To the question, "To whom would you go for information in planning for the future?", 32.6% of school leavers mentioned a counselor as opposed to 48.3% of the control group of those who stayed in. An additional 15.2% of leavers mentioned a teacher in comparison with 19.3 in the control group. (5:50) 1971

--The present general and youth unemployment rate for the island is three percent (3%). (38:79) 1972

--For graduates of the area vocational school, 100% are reported leaving the program with marketable skills. However, of the students available for work, 49% are placed in jobs following training. By 1972, this was to be increased to 50% and by 1976 to 75% of the graduates placed.

--Open entry and open exit should be an important feature of all vocational education training programs.

--Graduation requirements should be changed so every student will have the opportunity to gain at least one job-entry skill prior to graduation from high school, preferably one of his own choosing.

--Ideally, the vocational education programs should expose students to a broad variety of jobs and careers and give them entry skills for as many as possible, especially those needed on Guam. Such programs should also encourage students to develop avocational skills and interests.

--The vocational programs, if at all possible, should offer students on-the-job training for part of the school day. Some apprenticeship programs are needed.

--Work experience coordinators should be given realistic work loads.

--Good use of the equipment and facilities provided should be made. Evening, Saturday, and summer programs should be the rule rather than the exception. Information about these classes ought to be advertized not only to students but to interested adults in the community.

--Someone who is expert in the area of designing facilities for vocational and technical education should be provided to work with the teachers and the architect to design new facilities and to remodel older facilities to

--For students in the vocational program, the student-guidance counselor ratio was 300:1 as of September 1970. (38:83) 1972
--The 1972 Plan for Vocational Education provides for admission to classes in vocational education based upon the student's potential for achieving competence through such instruction. "Identificiation of vocational needs and student placement will in part be determined by the Department of Education's program of Guidance, Counseling and Testing which is available to all persons enrolled in educational programs throughout the Territory at no charge to the individual." (38:88) 1972
--A cooperative Education program was in operation as of June 1971 and had 33 students involved and 22 employers. In addition, 13 post-secondary vocational students were participating in this work experience program. (38:84) 1972
--In January 1972, a comprehensive plan for vocational education in the territory of Guam was approved by the Board of Education and the Office of the Governor. (38:1;110) 1972
--Enrollment in the Vocational Education programs for 1976 is anticipated to be 600 secondary students, 925 secondary-post secondary combination, and 4,000 adult evening students. (38:90) 1972
--There are three schools offering training programs in two occupational fields, but only one offering five or more. This is the Area Vocational School, designed to serve the entire island. (38:78) 1972
--A total of 132 students entered the U. S. Naval Apprentice Program in 1969, 34 at the Public Works Center and 98 at the Ship Repair Facility. (10:13) 1970
--A need for work-study programs in which students work part-time outside of school to help potential dropouts was cited by 222 of 502 teachers. (25:61) 1970
--The work-study program currently is offered in one school and has six secondary students participating. (38:88) 1972
--Attitudes towards occupational training must be changed. Mr. Franklin Quitugua has said, "As I see it, a serious obstacle to the implementation of future projections (in manpower training) is a definite need to change the allow for improved and expanded programs in vocational-technical education.
--There should be periodic research to check the correlation between present vocational education programs and current and future job opportunities.
--Periodic evaluation is also needed to measure the effectiveness of the training programs.
--New courses and programs of vocational-technical education should be added to meet the needs determined by the most recent research findings.
--Quality vocational programs will help to reduce the number of students who drop out of school. Such programs will also assist in curtailing some of the disciplinary problems by making school more practical and relevant in the eyes of both students and parents.
--Class periods devoted to vocational-technical education should be longer than a regular class period.
--Homemaking or business education or something similar ought to be required of all girls just as vocational or technical education ought to be required of all boys.
--Some programs are needed which will offer training in such things as hotel management, food services, retail selling, etc.
--It may help redirect the thinking of young people towards the dignity of all work if they were given opportunities to go into the community as part of school and observe various

attitudes of the local citizenry to a more positive view toward career occupation preparation. (49:17) 1971
--Career planning and counseling should be expanded and greater use made of military personnel, representatives of business and industry, and the University of Guam. (1:113:3) 1970
--There is a need for Guam to mount a deliberate and imaginative program of education about the world of work--a kind of "higher horizons" program--using every medium at its command. (1:25:179) 1967

Committee members report that:
--Presently some career information, some vocational guidance, and some occupational (job) skill training is available at the junior and senior-high school levels and also available in more concentrated form at the Vocational-Technical High School. However, these efforts are not well planned or well coordinated from school to school or between the schools and the business and industrial sectors of the community.
--The present Board of Education has adopted a resolution endorsing the expansion of vocational education on Guam.
--The Board of Education, during its October, 1972 meeting, halted planning on the proposed fourth high school until the new director could provide input on career educational planning.
--The Director of Education has identified career education as one of the three major goals of the present administration.
--At the high school level, students are required to take three courses from the following areas: art, music, band, industrial arts, and home economics. Thus, a student may elect not to take any courses at all in the area of vocational education.
--Many students will not enroll in the Vocational and Technical High School even though they are basically interested in these areas simply because there are no girls there, or because of the lack of status associated with vocational education, or because there isn't much of a physical education program at the Vocational School, etc.

people at work and perhaps even participate a little themselves in a limited way.
--Some of the vocational students should be used to make repairs in the schools themselves and to keep the facilities in good order and the equipment functioning properly.

Career Information, Vocational Guidance, and Occupational (Job) Skills (p. 8).

--There is an adult training program in the evenings at the Vocational and Technical High School which enrolls about 1,200 persons per semester. However, there is only about a 50% completion rate.
--There are 15 counselors assigned to elementary schools, 14 to junior high schools, and 14 to senior high schools at the present time. Of these, only an estimated half-dozen are vocationally oriented.
--The present facilities in the regular junior and high schools are inadequate to the task of providing all students with at least one job-entry level skill upon graduation from high school.

VALIDATED NEED:

Learner need: Students need appropriate career information, vocational guidance, and occupational (job) skills.

Target population: All students, K-12.

Criteria: This need will be resolved when (a) programs have been established in all schools to upgrade and expand efforts to provide all students with appropriate career information, favorable attitudes towards the world of work, vocational guidance, and occupational (job) skills; (b) an area has been made available in all schools to properly house the wealth of career-information materials made available; (c) a program to utilize the public-communications media has been introduced to help convince the public that more students must be trained in vocational and technical areas; (d) at least one counselor who has specialized in vocational counseling has been assigned to work in each school, elementary as well as secondary; (e) graduation requirements have been changed to require all students, girls as well as boys, to take at least one course in vocational-technical education or homemaking education; and (f) a committee of vocational education teachers, regular teachers, parents, citizens, school administrators, and student leaders has examined the expanded and improved programs in career and vocational education and vocational guidance and has found them to be relatively successful.

Criticality: This need is judged to be EXTREMELY CRITICAL (1).

Time frame: This need should be resolved prior to September 1, 1976.

CONCERN: Students must learn basic English communication skills in the elementary school.

FACTS (What is and what will be)	VALUES (What ought to be)

Guam Opinionnaire Results #7, #9, #11, #13, and #48: Our schools are:

7. SPEAKING SKILLS

	Percent Responding						
	Parents	Non-Parents	Teachers	Adminis-trators	9th Graders	12th Graders	Key Leaders
	N=144	N=78	N=221	N=19	N=342	N=323	N=50
Very Successful	28%	28%	14%	11%	18%	32%	18%
Usually Successful	44	41	44	53	30	33	42
Seldom Successful	13	13	22	21	20	15	18
Unsuccessful	8	5	12	11	8	7	12
Don't Know	7	13	8	5	25	13	10

9. LISTENING SKILLS

	Percent Responding						
	Parents	Non-Parents	Teachers	Adminis-trators	9th Graders	12th Graders	Key Leaders
	N=144	N=78	N=221	N=19	N=342	N=323	N=50
Very Successful	17%	27%	10%	5%	20%	29%	8%
Usually Successful	52	33	39	58	29	33	48
Seldom Successful	17	22	27	21	17	14	14
Unsuccessful	6	6	12	11	9	5	14
Don't Know	8	12	11	5	24	20	16

We believe:

--Oral fluency and comprehension of standard, American English is a necessary prerequisite to success in learning to read the language.
--There should be TESL and remedial reading teachers in all elementary schools, not just in the target schools.
--There should be enough TESL teachers to provide all non-native English speaking students with at least 30 minutes per day of instruction in English as a second language.
--There should be enough remedial reading teachers to provide all students who need extra help in reading with at least 30 minutes per day of remedial reading instruction.
--The bilingual program should be carefully evaluated and perhaps expanded. But, in the meantime, sufficient TESL and remedial reading teachers in the Guam School System are essential.
--Teacher aides especially trained in teaching oral English and reading to Chamorro students would be invaluable.
--A program to provide in-service training to regular elementary school teachers in teaching English as a second language should be developed and implemented as quickly as possible. Such training should be required, not elective.

11. READING SKILLS

	Percent Responding						
	Parents	Non-Parents	Teachers	Adminis-trators	9th Graders	12th Graders	Key Leaders
	N=144	N=78	N=221	N=19	N=342	N=323	N=50
Very Successful	29%	33%	8%	0%	27%	34%	24%
Usually Successful	46	31	24	53	37	34	38
Seldom Successful	15	21	17	21	13	14	24
Unsuccessful	4	5	7	0	3	4	6
Don't Know	6	10	45	26	20	15	8

13. WRITING SKILLS

	Percent Responding						
	Parents	Non-Parents	Teachers	Adminis-trators	9th Graders	12th Graders	Key Leaders
	N=144	N=78	N=221	N=19	N=342	N=323	N=50
Very Successful	25%	29%	10%	11%	22%	32%	20%
Usually Successful	42	32	48	47	28	32	46
Seldom Successful	18	24	24	21	20	15	16
Unsuccessful	6	4	12	16	7	5	8
Don't Know	10	10	6	5	23	15	10

--Until such a time as the bilingual program is expanded to all schools (or an appropriate substitute program), non-native English speaking teachers in the primary grades should be members of a team containing at least one native English speaking teacher.
--English and reading texts developed for American schools should not be used to instruct non-native speakers in the basic English communication skills.
--Sufficient numbers and variety of appropriate English and reading texts and materials should be provided to all schools, not just the target schools.
--Audio-visual materials should be carefully screened and the most suitable purchased for use in the local programs for teaching basic English communication skills. Additional local materials should also be developed.
--The new Guam Readers should be carefully evaluated. If useful, it should be provided for all grade levels.
--Workshops and other in-service training programs should be given on released time if at all possible. For example, one afternoon per month, children could be excused and the teachers required to attend workshops, idea-exchange meetings, etc.
--Experts in the Chamorro language should be used to make teachers aware of the language patterns in English that native students will have the most difficult in mastering.

48. NEEDS OF NON-ENGLISH SPEAKING STUDENTS

	Percent Responding						
	Parents	Non-Parents	Teachers	Adminis-trators	9th Graders	12th Graders	Key Leaders
	N=144	N=78	N=221	N=19	N=342	N=323	N=50
Very Successful	17%	15%	14%	16%	15%	24%	14%
Usually Successful	35	38	36	53	25	29	40
Seldom Successful	15	14	28	21	16	16	20
Unsuccessful	10	14	14	11	14	10	4
Don't Know	24	18	8	0	30	21	22

The opinionnaire responses varied considerably in responding to questions concerning whether the schools were successful in teaching basic English communication skills. Except for the area of reading skills, the most critical of the schools were the teachers. Most surprising and difficult to understand is the large number of teachers who said they did not know whether the schools were successful or not in teaching students to read.

--Due to language interference and conflict as well as cultural differences, one may expect a larger proportion of poor achievers in reading among the local students. (1:21:3) 1966

--Teaching materials on keeping with the local situation should be developed. "Dick and Jane" will not do. (1:11:38) 1966

--Achievement among Chamorro children may be accomplished only through strong emphasis in reading and vocabulary development. (1:21:3) 1966

--Achievement test scores indicate that the majority of the local school students in the elementary school grades are approximately two and one-half (2-1/2) years behind (retarded) in reading compared to their mainland counterparts. (1:22:6) 1966

--In some instances stateside curricula have been transplanted to Guam with little or no relevance to the needs of learners. (1:25:8) 1967

--Suitable standards should be set for the certification of remedial reading teachers.

--More qualified TESL and remedial reading teachers must be recruited and/or trained as rapidly as possible.

--More library books at the lower levels of reading difficulty should be provided.

--Either the stateside children should not be assigned to a Chamorro teacher or the teacher should be screened to make sure he knows how to speak good, clear English.

--Class discussion and oral participation on the part of the students should be encouraged in all grades. Teachers should use drama and role playing techniques whenever appropriate. Generally, teachers should talk less.

--A tutoring program which uses older students under teacher supervision to tutor students having difficulty should be considered. All students used should be volunteers and the time used should be controlled so that the tutors' own work does not suffer.

--An appropriate and well-balanced educational program must be designed -- one which will take into account the unique needs of Guam's children. (1:25:8) 1967
--The majority of the students are culturally different and educationall deprived in comparison to the mainland students. (1:34:3) 1967
--The native language for local people is Chamorro and although most are bilingual, fluency in English varies widely. This obviously adds to the teachers' problems. (1:24:23) 1967
--English is a second language for the majority of local students. Hardly any English is spoken in the home. (1:34:3) 1967
--There is a definite need for more trained reading teachers. (1:34:3) 1967
--Surveys have revealed that the elementary schools are not adequately supplied with a large variety of basic reading books, teaching aids, and audiovisual materials appropriate for the teaching of reading in the intermediate grades. (1:34:3) 1967
--A most imperative need is to place English speaking, skilled teachers in the primary grades. (1:23:166) 1967
--Lack of identification with the teaching materials by Guamanian students has led to disinterest, poor academic achievement, and eventual dropout. (1:58:14) 1968
--Many children seem to find it difficult to adjust their home experiences into classroom situations. (1:56:39) 1968
--First-hand experiences help the learner relate to what is being learned-- everyday happenings and experiences meaningful to the student must form the basis for the "curriculum" in every subject every day to help implement the language-experience approach to reading in all elementary classrooms. (1:42:29) 1968
--There is inability to speak, comprehend, or read standard American English sufficiently for school success. (1:55:47) 1968
--One of the pressing pupil needs in Guam is well-qualified teachers who know how to meet the needs of bilingual children. (1:107:39) 1969
--There is a need for improved counseling services especially as they relate to the bilingual, culturally deprived and culturally different. (1:109:13) 1969

--Teachers must be provided with the necessary tools and skills needed to meet the student's needs in a bilingual setting. (1:194:39) 1969
--Language-related problems have long been recognized by educators on Guam. (1:108:4) 1969
--One of the most pressing pupil needs in Guam is the inadequate command of English of our bilingual students. (1:103:39) 1969
--Lack of experience, deprivation, cultural limitations, learning English as a second language, and frequent speech difficulties were recognized as major problems. Thus, emphasis was placed upon giving these children a rich language arts experience in the classroom, extension of concepts through field trips and many audiovisual vicarious experiences. (1:106:1) 1969
--Efforts should be made to enlarge the school libraries as well as increase the library establishments so that all villages can benefit. (1:41:12) 1968
--Guam has an annual Spelling Bee. The winners go to Washington, D.C. to compete in the national competition. (39:April 26, 1972)
--There is a federally-funded program for reading, "Remedial Reading Project," under ESEA Title I. (39:September 23, 1970)
--Summarized below are the Mean Grade Equivalent scores on the Language subtest of the Stanford Achievement Test for all public elementary and secondary schools in Guam. The test was administered in April 1972:

Grade	Number Tested	Language Subtest	National Norm
3	2193	3.25	3.80
5	1974	4.19	5.80
6	2002	5.06	6.80
7	1797	5.79	7.80
9	1340	6.90	9.80

The difference between the average score for Guam and stateside norms widens considerably, from slightly over one-half years' difference at 3rd grade to one and one-half years' difference at 5th and 6th grade to roughly two years nine months at 9th grade. (27) 1972
--Eleventh grade students, on the Stanford Achievement Test, scored at the 22nd percentile in English, at the 18th percentile in Reading, and at the 44th

percentile in spelling. This test was also given in April, 1972. (27) 1972
--On Guam, there is a program for Teaching English on a Second Language (TESL), from elementary through university levels, involving thousands of students. (3) 1970
--Reports of the experimental bilingual program for mid-year showed that slow learners in control groups at a level that was considered statistically significant. In May of 1971, however, tests of general mental ability in the English language were given. Results showed no variances in two groups that were considered statistically significant. (3) 1970
--While it had been suggested that English would be a significant factor influencing the dropout rate, it was found that 37 percent of the early school leavers and 34 percent of the stayins indicated that English was the dominant language in the home. (5:16) 1971
--As part of the study of early school leavers, a number of hours of seminar were conducted to observe student behavior. First, a student was asked to describe a picture to the others in English, and then afterward the activity was repeated in Chamorro. The activity was formalized in the first instance; students drew a small picture in the corner and only one resembled the actual picture. In Chamorro, students drew large pictures that filled the entire page and several showed a close resemblance. Students' increased confidence when using their native language was apparent. (5:25) 1971

Committee members report that:
--The majority of students speak English as a second language. Many of these youngsters use English only in the school situation.
--Bilingual programs are still in the experimental stage. TESL and remedial programs are essential for the present until possibly expanded. Only target schools, however, have TESL and remedial reading programs at the present time.
--There is an inability on the part of most native students to comprehend and use English at a level comparible to stateside youngsters.

Basic English Communication Skills--Elementary (p. 7).

--Some native students do not have sufficient skill with English to succeed in other areas of the school curriculum.
--In fact, some native students do not have sufficient skill and comprehension of oral English to succeed in learning to read the English language.
--Most teachers are not trained to teach basic English communication skills to non-native speakers of English.
--Most teachers are not aware of Chamorro language patterns and therefore do not know which English patterns the native children will experience most difficulty with.
--Teachers receive little encouragement or opportunity to improve their teaching skills through workshops, systematic exchange of ideas, etc.
--There are not enough qualified TESL and remedial reading teachers in all elementary schools.
--The present certification requirements for remedial reading teachers are not clear and quite inadequate.
--There are not enough reading materials in the schools.
--There are not enough library books at the lower reading levels.
--There are some teachers who do not know how to speak good, clear English. There is a problem with some of the stateside children not being able to understand Chamorro teachers.

VALIDATED NEED:

Learner need: Elementary-school students need to learn basic English-communication skills.

Criteria: This need will be resolved when (a) the average language score on the Stanford Achievement Test for all Guamanian students, has been raised to a point fairly close (within half-a-grade level) of the grade level scores for American stateside students; (b) sufficient TESL teachers have been provided in all elementary schools to enable all non-native English speaking students to have at least 30 minutes per day of instruction in English as a second language; (c) sufficient remedial reading teachers have been provided in all elementary schools to enable all students who need extra help in reading with at least 30 minutes per day

of remedial reading instruction; (d) all elementary-school teachers have been provided with sufficient amounts and variety of appropriate materials and texts for the teaching of basic English-communication skills; and (e) all elementary-school teachers have received in-service training in methods and procedures of teaching basic-communication skills to non-native speakers of the English language.

Criticality: This need is considered to be EXTREMELY CRITICAL (1).

Time frame: This need should be resolved prior to September 1, 1977. (However, efforts to resolve the need should commence as quickly as possible.)

CONCERN: There is a need for continuity among faculty, staff, and administration.

FACTS
(What is and what will be)

As of February 4, 1972, the following personnel were employed by the Guam Department of Education, by residential status:

Residence Status	Central Adm.	Prin & other School Adm.	Teachers	Voc. Inst.	Other
Local Hire Guamanian	54	48	241	10	807
Local Hire Statesider	11	22	194	8	21
Local Hire Filipino	2	6	57	--	11
Dependent, Military		2	131	--	13
Dependent, U of Guam & Civ. Service	--		10	--	10
Contract '70		1	3		
Contract '71	1	2	72		
Contract '72	10	8	292	1	3
Contract '73	5	3	206		

(District Office Records) 1972

--Of the 1,196 teachers employed by the Guam Department of Education in February 1972 (excluding vocational instructors), 623 (51%) were hired locally and 573 (49%) were hired under contract. (District Office Records) 1972

--Of urgent importance, in the opinion of the survey team, is the need to encourage leadership in Guamanians and those who will remain on the island over long periods of time. (1:25:21) 1967

--Each year many new teachers have to receive specialized inservice training already given due to the large turnover of contract teachers. (1:103:39) 1969

--The University of Guam will graduate 64 students in education this spring enabling Guam School District to recruit teachers locally and reduce their dependence upon contract teachers. (Pacific Daily News, March 21, 1972)

VALUES
(What ought to be)

We believe:

--The Department of Education should complete a yearly survey of all school employees who do not return to teach on Guam. They should be asked for the reasons why they did not remain in Guam and for their general suggestions for reducing the teacher turnover. This information should be used to attack the problem of school-employee turnover in a systematic way.

--Salaries should most definitely reflect any significant changes in the cost of living on Guam.

--There are many incentives which could be used to make employment on Guam more attractive: allowance for actual experience on Guam, sabbatical leaves, housing benefits, salary increases, better working conditions, etc., to name but a few of the most important.

--Consideration should be given to recruiting and training more local Guamanians to serve as teachers, staff members, and administrators to reduce the dependency upon contract personnel.

--School employee turnover should be as low as possible but certainly not higher than 25%

Continuity Among Faculty, Staff, and Administration (p. 2).

Committee members report that:
--Some of the conditions which cause teacher turnover are known, but some are not. Yearly surveys are not presently available to use in making systematic inroads on solving the turnover problem.

per year.
--Experience in Guam should be a key factor for any major advances on the salary schedule.

VALIDATED NEED:

Learner need: Students need to learn in an optimum learning environment (part 3) characterized by continuity among the faculty, staff, and administration.

Target population: All students, K-12.

Criteria: This need (part 3) will be resolved when (a) the level of school employee turnover in Guam does not exceed 25% in any given year; (b) a progressive incentive program for teachers has been implemented based on information gathered from a survey of school employees leaving the system; (c) experience in Guam has been made a key factor for any major advances on the salary schedule; and (d) salaries for teachers, staff members, and administrators have been modified regularly to reflect any significant changes in the cost of living on Guam.

Criticality: This need is judged to be CRITICAL (2).

Time frame: This need should be resolved prior to June 1, 1974. (New target dates for further reducing the acceptable limits of school employee turnover should be set periodically thereafter.)

CONCERN: Young people need to have driver education in school.

FACTS (What is and what will be)	VALUES (What ought to be)
--There were 27,482 privately owned motor vehicles licensed on Guam for the year of 1969, as well as 1,756 motorcycles. (10:32) 1970 --Guam does not have a public transportation system. However, there are several private bus companies and an efficient taxi service. "The chief mode of transportation is by private vehicle." (12:7) 1971 --Motor vehicles licensed on Guam rose from 17,000 in 1963 to 31,500 vehicles by 1970, an increase of 91 percent, the bulk of which were cargo motor vehicles. (49:7) 1971 --Driver education in the public high schools is a "MUST" and we strongly recommend it be implemented as soon as funds can be made available, presumably through the Department of Education. (1:41:6) 1968 Committee members report that: --There is an average of 23 deaths per year due to automobile accidents on Guam over the past few years. The driver, not the car, is responsible for most such accidents. --Most students are not prepared to be good drivers without some classroom instruction and a good deal of actual driving practice. --It has been statistically proven that a course in driver education reduces the number of accidents in following years, so that auto insurance companies lower the insurance rates for persons who have had driver education. --The age of 16 when students may obtain driving permits occurs when most students are still enrolled in school, making schools the logical agency to provide driver education to the youngsters. --At the present time, not all high schools have driver education programs on Guam. And, even in those schools having programs, not all students can be accommodated in the course. For example, at George Washington Senior High School, with approximately 1900 students, there are only two teachers for driver education. There are only two teachers, also, at the John F.	We believe: --Instruction in driver training should be provided for all students in Guam. Such training should be required for high-school graduation. --More emphasis should be placed on driver education as a course. However, there ought to be a separation of classroom training and behind-the-wheel training. --Preferably, driver education should be offered in the junior high school at the 9th grade level prior to a student's turning sixteen. --An optional driver training course for operating motorcycles should be offered. --More up-to-date training aids, such as driving simulators, should be provided for driver education. --Sufficient numbers of trained teachers should be hired to fully staff the expanded driver-education program. --Sufficient numbers of training automobiles should be provided to accommodate the expanded driver education program and allow each student sufficient behind-the-wheel experience to enable him to demonstrate proficiency. --A traffic safety program should be provided for the elementary schools to teach the children

Kennedy High School and only one at the Vocational and Technical High School.
--Only six hours of behind-the-wheel training is offered in the present program of driver education. This figure is not sufficient for some students.

proper habits of safety on the public roads.

VALIDATED NEED:

Learner need: Students need to have safe-driving information and vehicle-operating skills and also need to know rules of pedestrian safety.

Target population: All students, K-12.

Criteria: This need will be resolved when (a) a driver-education course has been required of all secondary students prior to graduation and preferably before age 16; (b) sufficient numbers of trained teachers have been hired to fully staff the expanded driver-education program; (c) sufficient numbers of training automobiles have been provided to accommodate the expanded driver-education program; and (d) a program of traffic safety has been introduced into all of the elementary schools.

Criticality: This need is considered to be CRITICAL (2).

Time frame: This need should be resolved prior to September 1, 1974.

CONCERN: Physically handicapped and emotionally disturbed students have special needs to be met.

FACTS (What is and what will be)	VALUES (What ought to be)
Guam Opinionnaire Results #50 and #58: Our schools are:	We believe:

58. PHYSICALLY HANDICAPPED HAVE NEEDS TO BE MET

Percent Responding

	Parents N=144	Non-Parents N=78	Teachers N=221	Adminis-trators N=19	9th Graders N=342	12th Graders N=323	Key Leaders N=50
Very Successful	20%	22%	11%	11%	13%	24%	12%
Usually Successful	26	35	27	32	18	23	28
Seldom Successful	10	9	12	21	15	13	22
Unsuccessful	8	8	14	21	17	11	10
Don't Know	35	27	36	16	38	29	28

50. EMOTIONALLY DISTURBED HAVE NEEDS TO BE MET

Percent Responding

	Parents N=144	Non-Parents N=78	Teachers N=221	Adminis-trators N=19	9th Graders N=342	12th Graders N=323	Key Leaders N=50
Very Successful	10%	18%	10%	11%	12%	20%	10%
Usually Successful	26	28	29	32	19	24	18
Seldom Successful	16	14	25	42	23	23	24
Unsuccessful	18	18	22	11	20	13	22
Don't Know	31	22	14	5	26	21	26

--A good start has been made to resolving this need on Guam. However, more extensive services need to be provided to adequately meet the needs of the physically handicapped and emotionally disturbed youngsters.

--Communication between special education teachers and the parents of handicapped and disturbed youngsters must be improved. Greater efforts must also be made to convince parents of the advisability of enrolling their children in special education when the need has been demonstrated.

--Either an extension should be constructed to the present Brodie Memorial School or another school should be build in another part of the island.

--All of the teachers of special education should have special training in teaching the handicapped or disturbed children. All of these teachers should be carefully screened to make certain they are mature and stable themselves and very patient with these children.

--More classes for the emotionally disturbed should be provided as quickly as the students have been identified by the screening committee.

--More respondents were of the opinion that the schools were not meeting the needs of emotionally disturbed children as well as they were meeting the needs of handicapped children. An unusually large number of all respondents did not know whether the schools were successful or not in meeting the needs of these children.
--Special education classrooms available for use during the 1971-72 school year, located at Brodie Memorial and the School for the Deaf and Blind, are categorized as follows: Permanent--14, Temporary--2, Makeshift--4, Under Construction--7, for a total of 27 classrooms. It should be noted that this figure does not include classrooms used for special education in regular elementary schools. (21:24) 1971
--At the secondary level, 110 handicapped students were enrolled in vocational education programs in September of 1970. (43:85) 1971
--Guam received $150,000 federal grant to help people train as teachers of the handicapped. Financial assistance was up to $2,200 for seniors, some $2,500 graduate fellowships and $75 per week for summer trainees. 1970
--As expressed by the commissioners, the needs of the handicapped persons in the village and the means to meet these needs include the following:

self-help education
continuous rehabilitation
training for employment
part-time employment
teaching arts and crafts to make the handicapped feel useful
location of workshops in the villages
better services from Public Health nurses
more frequent visits to the handicapped until their problems are solved.

(1:44:20) 1968
--Vocational rehabilitation is designed to develop occupational skills of the physically and mentally disabled. Here, need far exceeds capabilities of current facilities and personnel. (1:11:40) 1966
--All of the classrooms used for special education should be designed for that purpose with adequate facilities and equipment.
--More extensive work experience programs should be provided for older handicapped students.
--More teachers should be provided to care for the needs of the homebound youngsters as quickly as they can be located.
--An adequate pre-vocational facility for the handicapped and disturbed students should be provided as quickly as possible.
--Carpeting on the floors of all special education classrooms would be of help in working with the disturbed and handicapped youngsters.
--Recreational and physical education facilities should also be provided for handicapped youngsters.
--Special education teachers should be used as resource people to help the regular teachers recognize and meet the emotional needs of children.
--The school for the deaf and the blind should be housed in one larger facility with appropriate equipment and adequate materials.

Needs of Physically Handicapped and Emotionally Disturbed (p. 3).

Committee members report that:
--In spite of the need, some parents will not permit their children to be enrolled in special education.
--The Guidance people are presently screening all students for eligibility to be in special education. While this survey is only 30% complete, they have identified approximately 50 students who should be enrolled in special education according to the screening criteria.
--The Brodie Memorial School already has over 200 students. It was designed to accommodate only 190 maximum.
--There are 26 classes for students with intellectual handicaps in regular elementary school classrooms. All of the teachers are certified except for four. However, not all are specialized in special education. Also, the majority of these classrooms were not designed to house special education classes.
--There is only one class for the emotionally disturbed at the present time.
--There are only six classes in special education at the junior-high school level.
--There are only three work experience programs for special education students at the senior-high school level.
--There are only two teachers of the home-bound student on the entire island.
--There is often a lack of communication between the school and the homes of the youngsters in special education.
--There is not an adequate pre-vocational facility in Guam at the present time. The need is obvious for proper facilities to house arts and crafts, gardening, animal raising, and the like for students in special education.
--Almost all of the special education classrooms lack carpeting.
--Hardly any recreational and physical education facilities have been provided for these handicapped youngsters.
--The school for the deaf and the blind is housed in two separate elementary schools.

Needs of Physically Handicapped and Emotionally Disturbed (p. 4).

VALIDATED NEED:

Learner need: Physically-handicapped and emotionally-disturbed youngsters have special needs to be met.

Target population: All students classified as physically handicapped or emotionally disturbed, K-12.

Criteria: This need will be resolved when (a) more extensive services have been provided to adequately meet the needs of the physically handicapped and emotionally disturbed youngsters (adequacy will be judged by a special committee of special education supervisors, special education teachers, regular teachers, parents, citizens, school administrators, and student leaders); (b) all of the special education teachers have been carefully screened with regards to adequacy of professional training and personal maturity; (c) all of the classrooms used for special education have been designed for that purpose with adequate facilities and equipment (adequacy to be determined by the same committee as mentioned above); and (d) more extensive work-experience programs have been provided for the older handicapped students and a suitable pre-vocational facility has also been provided to prepare handicapped students for the work-experience programs.

Criticality: This need is judged to be CRITICAL (2).

Time frame: This need should be resolved prior to June 1, 1975.

CONCERN: Pre-first grade children have special needs to be met.

FACTS (What is and what will be)	VALUES (What ought to be)

Guam Opinionnaire Results #53: Our schools are:

Percent Responding

	Parents N=144	Non-Parents N=78	Teachers N=221	Administrators N=19	9th Graders N=342	12th Graders N=323	Key Leaders N=50
Very Successful	33%	29%	22%	21%	17%	26%	28%
Usually Successful	24	33	31	37	14	22	36
Seldom Successful	10	9	5	11	10	12	4
Unsuccessful	6	4	4	0	12	5	10
Don't Know	27	24	38	32	47	34	22

--According to the opinionnaire results, approximately 10-20% of the respondents believed the schools were relatively unsuccessful in meeting the needs of pre-first grade children. However, an unusually large percentage did not know whether the schools were successful or not.
--There is an inadequate command of the English language. The majority of the preschool children entering school for the first time are without sufficient speaking ability in the language being taught at school. (1:56:39) 1968
--Wherever possible, well-planned kindergarten experiences for four and five-year-olds could foster cognitive growth and language development and combat the present "lack of readiness" of many first graders. (1:42:30) 1968
--Preschool education programs for the general population are needed with additional resources to be used for the bilingual, culturally deprived, and culturally different. (1:70:106) 1969
--Bill No. 176, Tenth Guam Legislature, 1969, reads as follows:

"Any parent, guardian or other person having control or charge of any child between the ages of 5 and 16 years, not exempted under the provisions

We believe:

--Early childhood education helps make the transition from home to elementary school much more pleasant and easier for the children and builds readiness for school learning.
--All kindergarten teachers should have been trained in early-childhood education and should keep up-to-date in their teaching methods.
--More teacher aides who know the Chamorro language should be assigned to assist the kindergarten teachers, at least one aide for every 15 students.
--More supplies and equipment should be provided for the kindergarten classes.
--All kindergartens should be housed in a facility especially designed for kindergarten. Adequate playground equipment should also be provided.
--Steps should be taken immediately to provide adequate expansion of kindergarten facilities to accommodate anticipated future growth on Guam.
--Guidance counselors assigned to the elementary schools should receive supplementary training in child growth and development and early childhood education and should also be stationed in the school to which they are assigned.
--The detection of students with health problems

of this chapter, shall send the child to a public or private full time day school for the full time of which such schools are in session."

Parents can be fined $50 if they don't complete for the first offense. Additional fines and prison sentences are provided for repeating offenders. (39:April 22, 1970)

--Kindergarten enrollment in 1971 will likely be above 3,000. There is a major shortage of classrooms for kindergarten with 60-75 classrooms needed. (39:September 24, 1970)

--The private kindergarten programs on the island had 125 students enrolled in September 1969. (10:10) 1970

--One of the greatest needs on Guam today is bilingual pre-school education which combines some of the objectives of head start with the traditional objectives of kindergarten for native youngsters of pre-school age. (25:63) 1970

--Federal funding for the Headstart program under the Economic Opportunity Act came to $617,794 in 1968, $492,198 in 1969, and $339,980 in 1970. (21:16) 1971

--Classrooms available for the Headstart program for the 1971-1972 school year were 7 permanent ones and 12 leased classrooms, for a total of 19. (21:25) 1971

--There is now mandatory kindergarten for all 5 year old youngsters. This year it cost the taxpayer $302,000 to initiate this program island wide. (39:May 1, 1971)

Committee members report that:

--About 25% of the kindergarten teachers lack training in early-childhood education.

--About 60% of the kindergarten teachers are not able to speak to the native children in their own language, being able to speak only English themselves. However, these teachers have been provided with teacher aides who do know the Chamorro language. Generally, there are not enough teacher aides.

and students with learning disabilities should be accomplished in kindergarten insofar as possible.

--One of the primary objectives of the kindergarten program other than general readiness for school should be a better understanding of oral-English, especially for the native students.

--Another important objective of the kindergarten program should be the development of a positive self-image for all students.

--Still another important objective of the kindergarten program should be the development of group cohesiveness, the feeling of belonging to a group, with resulting social-skill development.

Needs of Pre-First Grade Children (p. 3).

--The newly established half-day kindergarten program is not sufficiently funded. Supplies and equipment are lacking.
--Enrollment in kindergarten classes will continue to grow. There will likely be a major shortage of classrooms, proper facilities and equipment, and trained teachers unless immediate steps are taken to attack these problems.
--At the present time, only about half of the kindergartens are housed in a room specifically designed for kindergarten. Not all kindergartens have adequate playground equipment.
--Elementary school guidance counselors do not seem to function effectively with pre-school children, perhaps lacking sufficient training in child growth and development and early childhood education.
--Some elementary school counselors are not stationed at the schools to which they are assigned.

VALIDATED NEED:

Learner need: Pre-first grade children have special needs to be met.

Target population: All students of kindergarten age on Guam.

Criteria: This need will be resolved when (a)the new kindergarten program has been adequately funded (as determined by a committee of early childhood education supervisors, kindergarten teachers, regular teachers, parents, citizens, school administrators, and student leaders); (b) all kindergarten teachers have been trained (certified) in early-childhood education; (c) at least one teacher aide, who knows the Chamorro language, has been assigned to assist kindergarten teachers for every 15 kindergarten students; and (d) all kindergartens have been properly housed in a facility specifically designed for kindergarten with adequate playground equipment and adequate supplies (as judged by the same committee as mentioned in (a) above.)

Criticality: This need is considered to be CRITICAL (2).

Time frame: This need should be resolved prior to June 1, 1975.

CONCERN: Teachers need adequate training while on-the-job to keep them up-to-date.

FACTS (What is and what will be)	VALUES (What ought to be)

Guam Opinionnaire Results #82: Our schools are:

	Percent Responding						
	Parents	Non-Parents	Teachers	Administrators	9th Graders	12th Graders	Key Leaders
	N=144	N=78	N=221	N=19	N=342	N=323	N=50
Very Successful	19%	24%	14%	26%	15%	32%	18%
Usually Successful	35	27	36	47	23	33	30
Seldom Successful	16	23	23	16	15	18	18
Unsuccessful	8	9	22	11	14	3	14
Don't Know	22	17	5	0	33	14	20

--According to the opinionnaire results, the teachers themselves were the most critical of the schools with 45% believing that the schools were relatively unsuccessful in providing teachers with adequate in-service training during the school year.
--Teachers need to know more about chalienging and innovative experiments in improving teaching and learning which are underway in schools throughout the nation. (1:25:119) 1967
--Guam schools need to provide opportunities for teachers to discuss instructional problems and make positive attacks on such problems. (1:25:16) 1967
--There is need for an inservice program that will cover the selection, utilization and design of instructional media. (1:25:133) 1967
--Teachers need to be kept abreast of new developments in content and method in their subject matter fields. (1:25:7) 1967
--Guam schools should begin a massive program of teacher self-improvement with administrative and consultant support. (1:25:16) 1967

We believe:

--Teachers must keep up-to-date and have continued incentives and opportunities to upgrade and modernize their basic concepts of teaching and their own teaching skills.
--An in-service training committee should be established to coordinate and upgrade the various workshops and other opportunities for professional development.
--Guam Schools should attempt to involve personnel from the University of Guam in offering courses and programs to meet teacher in-service needs.
--Teacher training should be concerned with assisting teachers to create a more wholesome and effective learning environment for the students and with making teacher working conditions more satisfying and productive.
--While the in-service committee should make the final determination of specific programs, these are some of the needs which we perceive: (a) the need for the demonstration of various teaching, techniques, (b) the need for teachers to be allowed to visit other teachers, both in the same school and in other schools, to observe different techniques and various other programs, (c) the need to

--Guam schools should set up opportunities for teachers to observe each other and share ideas. (1:25:17) 1967
--Principals and facilty members should provide greater feedback in reporting meetings and conferences attended so all parties might benefit from their experiences. (1:114:5) 1970
--Guam teachers need access to research findings; they need contact with outstanding authorities and experts from the mainland in various curriculum fields. (1:25:7) 1967
--There is need for an in-service council to be assigned the responsibility of teacher improvement. (1:25:69) 1967
--Because the needs of Guam's teachers are so numerous and cover such a wide range of needs, it is imperative that procedures be developed that provide for systematic and appropriate kinds of in-service activities. (1:25:135) 1967
--Added administrative leadership, direction and encouragement should be given in expanding the opportunities for in-service training for Guam's teachers. (1:49:5) 1968
--The numerous professional development and in-service training programs currently in progress lack coordination. (1:46:10) 1968
--Consideration should be given to the establishment of a position of assistant superintendent for in-service training and professional development. (1:46:10) 1968
--There is a need to expand and to train the educational media center staff in the use and production of materials. (1:98:1) 1969
--The need for in-service training in the following areas was cited by 191 of 502 teachers: general methodology, ways of teaching the culturally deprived, communication skills, anthropology, and sociology. (25:65) 1970
--Training programs were provided in Evaluation (January, 1969) with 44 participants, Systems Approach (January, 1970) with 36 participants, and Instructional Improvement (April, 1970) with 20 participants. (21:4-5) 1971
browse through exhibits of new teaching materials and audio-visual aids, (d) the need for conferences which permit teachers to exchange ideas, (e) the need for workshops to learn of new research and new techniques and materials, (f) the need for planned travel experiences, and (g) the need to participate actively in teacher organizations.
--The in-service committee should seek periodically the suggestions of the various teachers and administrators regarding their preferences for in-service and professional development activities.
--If at all possible, the activities sponsored by the in-service committee should be held during working hours.
--Some incentives should be given to encourage teachers to participate in in-service training. If such programs were held during working hours, then required attendance could easily be justified. If held on the teacher's own time, perhaps a given number of training programs could be recognized in advancement on the salary schedule or in other ways.
--The sabbatical leave program for Chamorro teachers should be adequately financed so more teachers might participate. The program is a good idea for other teachers as well but may be too expensive to implement at the present time.

Teacher In-Service Training (p. 3).

--Six hundred elementary and kindergarten teachers attended a workshop on the Social Science: Concepts and Values. (39:Oct. 22, 1970)
--There was a workshop on the Exceptional Child for 180 teachers. (39:March 4, 1971)

Committee Members report that:
--While there is an obvious need for in-service training, teachers have a negative attitude about past and present inservice programs.
--Some teachers are not using audio-visual materials because of their lack of self-confidence in using the special equipment.
--Workshops are few and far between with only a relatively few in attendance. Visits by teachers to other classes is not encouraged. Neither are conferences where teachers can exchange ideas.
--There is a limited sabbatical leave program for Chamorro teachers and administrators who are not fully qualified. This program allows the participants full pay while they go away to school.

VALIDATED NEED:

Learner need: Students need to learn in an optimum learning environment (part 4) characterized by effective teachers who receive adequate training while on-the-job to keep them up-to-date.

Target population: All students, K-12.

Criteria: This need (part 4) will be resolved when (a) an in-service training committee has been established to coordinate and up-grade the various workshops and other opportunities for professional development; (b) either released time has been provided for in-service training or additional incentives have been introduced to encourage all teachers to participate in in-service training programs; (c) the in-service training committee has sought regularly (at least once a year) suggestions and input from all of the teachers and administrators in the Guam School District; and (d) at least 80% of all teachers and administrators, when surveyed randomly, have expressed the belief that the new in-service training program is relatively successful in meeting their perceived needs.

Teacher In-Service Training (p. 4).

Criticality: This need (part 4) is judged to be CRITICAL (2).

Time frame: This need (part 4) should be resolved prior to June 1, 1975.

CONCERN: Students need to learn consumer information (personal budgeting, purchasing, etc.) and also legal information

FACTS (What is and what will be)	VALUES (What ought to be)

Guam Opinionnaire Results #33: Our schools are:

Percent Responding

	Parents N=144	Non-Parents N=78	Teachers N=221	Administrators N=19	9th Graders N=342	12th Graders N=323	Key Leaders N=50
Very Successful	13%	18%	5%	21%	10%	19%	0%
Usually Successful	26	24	21	16	22	30	44
Seldom Successful	15	22	21	16	14	18	20
Unsuccessful	11	17	12	11	17	11	6
Don't Know	35	19	41	37	37	22	8

--From one-quarter to one-third of all respondents felt that the schools were usually not successful in helping students to learn consumer information, non-parents and teachers being the most critical.
--Guam should launch a broadly conceived consumer-education program at the senior high school level. (1:25:18) 1967
--Consumer installment loans of $26.3 million in 1969 made up 42% of the loans of all financial institutions on Guam. This figure was larger than the $20.5 million borrowed by commercial institutions during that period. (10:21) 1970
--According to the Department of Commerce, Guam's economy has grown over the past eight years at an accelerated annual rate of 15% and 25%--as compared with normal growth rates of 5% to 10% for most developing areas. (10:22) 1970
--One program in Consumer and Homemaking Education is reported in operation. By 1976, six such programs are anticipated for Guam, four of which would emphasize consumer education. These programs are expected to be opened to adults as well as students. The number of students enrolled in

We believe:

--The present social-science curriculum of the senior-high school should be modified to include a special, required course which will deal with consumer information, legal information, and civil procedures.
--Some appropriate topics for this course are the following: buying and selling, renting and leasing, advertising, contract purchasing, interest rates, hidden costs, mortgages, taxes, savings, checking accounts, banking procedures, investments insurance, social security, warranties fraudulent practices, legal requirements, local laws, civil procedures, standard business practices, corporation law, etc.
--A similar course should be offered at night, on Saturdays, or in the summer to adults in the community.
--Trained personnel should be recruited to teach this new course. Ideally, they should also be very familiar with economic conditions and practices on Guam.
--This class is supportive of the career-education concept. Perhaps there can be some coordination of efforts between the two programs.
--Other teachers may want to enroll in this new class. Every person should be familiar

this program is given as 110. (49:87) 1971
--The Department of Commerce reports 1,071 adults and 1866 children for a total of 2,937 persons receiving Public Assistance during June 1971. The dollar amount distributed during that month was $148,982, averaging roughly $50.70 per person. (11:28) 1971

Committee members report that:
--In recent years, there has been a rapid increase in the number of land and stock swindles.
--There have been many problems over the disposition of public lands, especially those used by the military.
--There have been many problems over wills and the disposition of wills.
--Apartment living has increased dramatically with corresponding confusion and disagreements about lease agreements and renter and landlord rights and responsibilities.
--There has been an increase in auto accidents and negligence suits.
--Cases involving the misconduct of public officials has increased.
--Monopolistic business practices continue to exist.
--Foreign investment in the local economy has risen dramatically.
--There is much confusion and ignorance concerning civil liberties. Cases of persons refusing to testify because of threats are not uncommon.
--Improper labeling of foreign goods, uninspected foreign goods, misleading advertising, and products which do not meet accepted standards are all problems which continue to plague island residents.
--A little consumer information is taught to the girls in homemaking classes, but the course content and information provided is strictly up to the individual teachers' discretion.
--Too many students, especially native Guamanians, are unskilled in the principles of money management.
--Living on Guam presently requires the knowledge of not only how to shop for the best buys but a knowledge of credit purchasing, mortgages, taxes, with the laws which directly affect his daily life and financial well-being and teachers are not exceptions.
--Perhaps teachers involved in this new class and their students can put some pressure to bear on the legislature to protect the citizens of Guam against land and stock swindles, to reorganize the court system, to more strictly enforce existing laws, etc.
--Perhaps these teachers can be encouraged to prepare some concise programs for presentation over radio and television which will help educate the general public and protect them from fraudulent practices.

savings, investments, insurance, social security, warranties, fraudulent practice, checking accounts, banking procedures, and so on. No program currently exists to teach these things in the present high-school curriculum.

VALIDATED NEED:

Learner need: Students need to learn appropriate consumer and legal information and practice, money-management skills.

Target population: All senior-high school students, grades 10-12.

Criteria: This need will be resolved when (a) a special, required class has been added to the social-studies curriculum of the senior-high school which deals with appropriate consumer information, legal information, and civil procedures; (b) sufficient numbers of trained personnel have been recruited to teach this new course, (c) at least 90% of high-school students completing the course, selected at random, can demonstrate ability to select "best buys" from competing items in several stores and can pass successfully a teacher-made test from such topics as buying and selling, renting and leasing, advertising, contract purchasing, interest rates, hidden costs, mortgages, taxes, savings, checking accounts, banking procedures, investments, insurance, social security, warranties, fraudulent practices, legal requirements, local laws, civil procedures, and standard business practices; and (d) at least 80% of graduating seniors and former students, selected at random, have reported that the special course was successful as far as they were concerned.

Criticality: This need is considered to be CRITICAL (2).

Time frame: This need should be resolved prior to June 1, 1975.

CONCERN: Slow learners have special needs to be met.

FACTS (What is and what will be)	VALUES (What ought to be)

Guam Opinionnaire Results #51: Our schools are:

	Percent Responding						
	Parents N=144	Non-Parents N=78	Teachers N=221	Adminis-trators N=19	9th Graders N=342	12th Graders N=328	Key Leaders N=50
Very Successful	14%	22%	12%	16%	20%	24%	8%
Usually Successful	35	23	36	47	27	31	28
Seldom Successful	22	31	33	37	22	19	38
Unsuccessful	14	10	14	0	13	13	14
Don't Know	16	14	5	0	18	13	12

--Over half of the key leaders and almost half of the teachers and parents believed that the schools were usually unsuccessful in meeting the special needs of slow learners.
--There is an urgent need to teach correct English to low achievers from the beginning of their instruction. (1:25:103) 1967
--The school should reexamine its approach to the less gifted student. (1:41:13) 1968

Committee members report that:
--There are many slow learners on Guam. Present procedures encourage teachers to slight them since the teachers usually teach for the average level of the class and hope that the slow students can keep up, when obviously, they cannot.
--Slow learners are not learning to read well which limits their achievement in all other subjects.
--In many cases, the slow learners are marking time, just vegitating, in the average classroom. They are not receiving the intensive, individual attention,

We believe:

--It is critical that the slow learners be taught basic English communication skills.
--Slow learners need to learn all of the things that average students need to learn but they need to learn them at their own pace.
--There should be special, resource teachers in each elementary and secondary school, teachers who are trained in meeting the special needs of slow learners. Such teachers should assist the regular teachers in working with the slow learners for part of the school day and should also work with groups of slow learners in providing them with remedial instruction for the other part of the day.
--Smaller classes at the elementary-school level would assist teachers in meeting the individual needs of all students, but especially those of the slow learners.
--There should be free tutoring provided for slow learners during after-school hours.
--There should be free remedial programs for slow learners during part of the vacation periods.
--Special testing should be done to verify a teacher's judgment regarding whether or not a student is a slow learner. Perhaps it will also help if a special group was

remedial instruction, and special learning materials that they desperately need. Some slow learners have failed so often that they have retreated to apathy.

--Only an estimated 5% of elementary-school teachers offer any kind of individualized programs.

--Some elementary-school teachers use a form of ability grouping, trading off students for differentiated instruction in the skill subjects

--There is an experimental multi-media pilot project in four schools at the sixth-grade level. Eventually they plan to work down to other grades. The teachers attend workshops in the summer. Team teaching is the major emphasis using ability groups and a variety of resource materials.

--The experimental bi-lingual program also attempts to deal with the problem of slow-learners by permitting them to stay longer in each of the various levels.

--Many children resort to cheating in order to save face and obtain higher grades.

assigned the responsibility of coming into a school to identify the slow learners.

--Regular teachers, both elementary and secondary, should be provided with in-service training in methods of motivating and helping slow learners. They should also be encouraged to take summer courses in ways of identifying and assisting slow learners.

--More teachers should be encouraged to individualize and personalize their classroom procedures. More instructional materials suitable for allowing students to proceed at their own rate should be provided.

--More teachers should be encouraged to use various forms of ability grouping, trading off fast and/or slow students for differentiated instruction in the skill subjects etc.

--Both the experimental multi-media and bilingual projects should be carefully evaluated to determine if they better meet the needs of the slow learners. If they do, these programs should be expanded to more classrooms. If they do not, insights gathered by the teachers involved should be shared with all other teachers so more ideas about helping slow learners might be generated.

--Teachers should be very careful not to tag a student with the label "slow learner." Students should be protected from unflattering comparisons and labeling.

--Other students should be encouraged to feel that the slow learner has some unique talents and ways of doing things which deserve respect and admiration. They should learn to be tolerant

of the slow learner and respect him for his individual personality.

VALIDATED NEED:

Learner need: Slow learners have special needs to be met.

Target population: All students classified as slow learners, K-12.

Criteria: This need will be resolved when (a) a special program to emphasize the needs of the slow learners has been implemented in all elementary schools and in all secondary schools; (b) special resource teachers have been assigned to each elementary school and each secondary school on a slow learner/resource teacher ratio to be determined by a committee of resource teachers, regular teachers, parents of slow learners, school administrators, and student leaders; (c) more teachers (an increase of at least 15%) have been encouraged to use individualized, personalized instructional procedures and learning materials; (d) more accurate methods (in the opinion of the above committee) have been determined for identifying the students to be classified as slow learners; and (e) all teachers have received in-service or summer-school training in methods of motivating and helping slow learners.

Criticality: This need is judged to be CRITICAL (2).

Time frame: This need should be resolved prior to September 1, 1975.

CONCERN: Students must learn basic English communication skills in the secondary schools

FACTS (What is and what will be)	VALUES (What ought to be)

Guam Opinionnaire Results #8, #10, #12, #14, and #16: Our schools are:

8. SPEAKING SKILLS

	Percent Responding						
	Parents N=144	Non-Parents N=78	Teachers N=221	Adminis-trators N=19	9th Graders N=342	12th Graders N=323	Key Leaders N=50
Very Successful	25%	15%	16%	11%	26%	38%	10%
Usually Successful	36	50	26	53	38	42	44
Seldom Successful	12	13	18	16	15	14	28
Unsuccessful	4	3	5	0	6	4	18
Don't Know	23	19	35	21	15	5	16

10. LISTENING SKILLS

	Percent Responding						
	Parents N=144	Non-Parents N=78	Teachers N=221	Adminis-trators N=19	9th Graders N=342	12th Graders N=323	Key Leaders N=50
Very Successful	31%	32%	24%	16%	28%	35%	10%
Usually Successful	41	37	51	68	29	40	52
Seldom Successful	10	10	15	11	14	11	16
Unsuccessful	6	8	10	0	13	7	10
Don't Know	12	13	0	5	16	7	12

We believe:

--As life on Guam increases in sophistication, the need becomes greater for all Guamanians, especially the natives, to expand their facility with the English language.

--More sophisticated formulation and expression of abstract concepts--happiness, freedom, patriotism, love, concern, empathy, etc.--will deepen and enlarge conceptual understanding for the students, with corresponding implications for improved behavior.

--Development of better reading ability for secondary-school students will pay dividends in terms of the students' increased ability to succeed in the other academic subjects of the high-school curriculum.

--Development of the native students' own language will also pay dividends in terms of the students' increased ability to comprehend and expand their second language.

--All secondary teachers must be language teachers. Maximum language usage must become a major focal objective in all classrooms.

--Actual participation in oral-English activities--discussions, reports, speeches, dramatics, skits, radio and television presentations, debates, etc., --will facilitate

12. READING SKILLS

	Percent Responding						
	Parents	Non-Parents	Teachers	Adminis-trators	9th Graders	12th Graders	Key Leaders
	N=144	N=78	N=221	N=19	N=342	N=323	N=50
Very Successful	22%	31%	8%	0%	27%	29%	16%
Usually Successful	35	35	18	53	37	46	48
Seldom Successful	10	13	14	11	18	15	18
Unsuccessful	6	6	8	11	4	5	2
Don't Know	27	15	41	26	15	5	18

14. WRITING SKILLS

	Percent Responding						
	Parents	Non-Parents	Teachers	Adminis-trators	9th Graders	12th Graders	Key Leaders
Very Successful	22%	22%	11%	5%	32%	35%	18%
Usually Successful	35	28	26	32	34	40	48
Seldom Successful	15	27	16	26	12	15	12
Unsuccessful	6	6	7	5	5	6	10
Don't Know	22	17	39	32	17	4	12

maximum language development for all students, providing that all students participate.

--There should be a remedial TESL program for all native and foreign-born students who lack adequate English-communication skills at the junior-high school level. This program should also be continued into the senior-high school for the students who have not made sufficient progress by the time they leave the junior high school.

--There should also be a regular remedial program for all stateside students who lack adequate English-communication skills at the junior-high school level and continued, if necessary, into the senior-high school level.

--The teachers of the junior and senior-high school remedial English programs (TESL and regular) should be experts in teaching English-language communication skills.

--There should be in-service training for other secondary-school teachers designed to impress upon them the need to also teach English-language skills, regardless of their subject speciality, and to give them practical suggestions for filling this need.

16. SPELLING SKILLS

	Percent Responding						
	Parents	Non-Parents	Teachers	Adminis-trators	9th Graders	12th Graders	Key Leaders
	N=144	N=78	N=221	N=19	N=342	N=323	N=50
Very Successful	41%	41%	17%	32%	36%	45%	30%
Usually Successful	44	31	61	53	30	26	40
Seldom Successful	7	16	13	11	14	12	16
Unsuccessful	3	5	4	0	4	5	4
Don't Know	5	8	6	5	17	12	10

--According to the opinionnaire results, respondents varied considerably in their estimates of school success in teaching basic English-communication skills to students at the secondary level, although estimates of unsuccessful performance usually were less than 30%. An unusually large number of teachers said they did not know whether the schools were successful or not, which probably indicated their confusion over the fact that these skills are traditionally taught as part of the curriculum only at the elementary-school level.
--Over half of the entering freshman class at the University of Guam have serious reading problems and more than three-quarters of the entering freshmen fall below national norms in basic communication skills. (1:58:17) 1968
--Specific reading disability problems at the high school level are widespread. (1:105:39) 1969
--There is a need to develop the ability to read and understand the subject content areas in both the junior and senior high school levels. (1:87:2) 1969
--Eleventh-grade students, on the Stanford Achievement Test, scored at the 22nd percentile in English, at the 18th percentile in Reading, and at the 44th percentile in Spelling. The test was administered in April, 1972. (27) 1972
--Summarized below are the Mean Equivalent scores on the Language subtest of the Stanford Achievement Test, administered in April 1972 to all public junior high schools in Guam:

Grade	Number Tested	Language subtest	National norm
7	1797	5.79	7.80
9	1340	6.90	9.80

Scores are roughly 2.0 to 2.9 years below national stateside norms at that grade level. (27) 1972

--Guam has eight reading centers to help students with special reading problems. (39:March 5, 1970)

--At George Washington Senior High, the McGee Phonics Test and the Iowa Silent Reading Test were given to every sophomore. Students were divided into two groups based on ability, A for the top group and B for the bottom. In group B, 80% of the students understood less than 10% of what they read. (27) 1972

--The difference between the scores averaged by Guamanian students and statesiders was 1.8 years of achievement at 7th grade level and 1.44 at 9th grade level. This difference is somewhat unusual in that scores generally widen from the national norm as the grade level increases. (27) 1972

--Oral language problems abound among the high-school students in Guam's schools. (1:106:38) 1969

--Language laboratories are needed to provide native speaker models in the classroom, permit students to hear their own voices, and provide backup for absent teachers. (1:92:2) 1969

--The feasibility study team placed at the top of the list of educational needs, the importance of all citizens of Guam learning to speak and write the English language with maximum proficiency and precision. (1:36:13) 1967

Committee members report that:

--Examination of test-score data and reports of teachers combine to validate the great need for remedial instruction in basic English-communication skills among the high-school students, especially among those whose first language is other than English.

Basic English-Communication Skills (p. 5).

VALIDATED NEED:

Learner need: Secondary-school students need to learn basic English-communication skills.

Target population: All students, 7-12.

Criteria: This need will be resolved when (a) a remedial TESL program has been established for all native and foreign-born students who lack adequate English-communication skills at the junior-high school level; (b) this program has been continued into the senior-high school for all of these students who have not made sufficient progress by the time they leave the junior-high school; (c) another remedial, non TESL program has been established for all stateside students who lack adequate English-communication skills at the junior-high school level and continued, if necessary, into the senior-high school level; (d) all teachers of these remedial programs (TESL and non-TESL) at both the junior and senior-high school levels have been trained (certified as experts) in teaching English-language communication skills; (e) all other secondary-school teachers have received in-service training designed to impress upon them the need to also teach English-language skills, regardless of their subject specialty, and to give them practical suggestions for filling this need; and (f) local norms in language arts on standardized tests are reasonably equivalent (within half a grade level or within 10 percentile points) with stateside norms.

Criticality: This need is considered to be CRITICAL (2).

Time frame: This need should be resolved prior to September 1, 1977.

CONCERN: Teachers need access to adequate audio-visual aids and to suitable facilities for showing some types of audio-visual aids.

FACTS (What is and what will be)	VALUES (What ought to be)
--There are presently on file for the teacher's use over 6,200 titles of films, filmstrips, study lists, picture prints, slides, maps, novels, transparencies, and video tapes in the Learning Resources Center. (39:Feb. 4, 1971) --The Production Department of the Learning Resources Center cost $65,000 this year, it's first full year of operation. It turned out nearly 10,000 individual pieces of localized multi-media learning aids for teachers, educational consultants, etc. (39:May 1, 1971) --A sound basic program is represented in all secondary schools, but audio-visual equipment is not available in adequate numbers; most equipment is not available in adequate numbers; most equipment and materials are stored in poorly ventilated stockrooms with high temperatures and high humidity. (15:2) 1966 --Complicating the need for instructional resources is the lack of technicians and the difficulty of maintaining electronic equipment in an area where intense humidity and heat, causing corrosion, place enormous strains on the equipment. (1:36:15) 1967 Committee members report that: --Paraprofessionals, librarians, or other untrained people are usually in charge of the care and storage of audio-visual equipment in the various schools. --Minor repairs must be handled through the Learning Resources Center cutting down on the time the equipment can be utilized. --Target schools have the advantage of rich programs involving a variety of learning media including many audio-visual aids. Since they get priority, the other schools go begging. --Not all teachers use the services provided by the LRC because of the difficulty of showing audio-visual aids in classrooms which cannot be darkened or in classrooms which become unbearably hot when darkened.	We believe: --There should be trained media specialists to care for the audio-visual equipment in all schools with enrollments of 400 students or more. He should be qualified to make minor repairs and adjustments. --There must be air-conditioned film rooms to show films and film strips which required a darkened room, at least two in every school. --The audio-visual equipment should be kept in rooms, prefereably air-conditioned, which can be securely locked to prevent theft. --The Learning Resource Center should service schools at least twice a week. They should also speed up the maintenance and repair of equipment sent in for servicing. --There should be at least one TV set for every five classrooms in the schools. --There should be at least one photographic darkroom in each junior and senior-high school. --Either the teachers should have in-service training in operating audio-visual equipment or students should be trained to serve as operators.

Adequate Audio-Visual Aids and Suitable Facilities for Showing Some Aids (p. 2).

--Equipment and audio-visual materials are frequently damaged and sometimes stolen. Not all teachers know how to operate equipment properly.
--There are very few TV sets in most schools.
--The Learning Resource Center delivers and picks up materials only once per week which ties up the materials for the entire week. Some teachers find it difficult to plan their schedules at least a week in advance.
--Some junior and senior high schools lack photographic darkrooms.

VALIDATED NEED:

Learner need: Students need to learn in an optimum learning environment (part 5) characterized by ready access to audio-visual aids in a comfortable setting.

Target population: All students, K-12.

Criteria: This need (part 5) will be resolved when (a) each school has the following facilities for making optimal use of the LRC resources: (1) at least two air-conditioned rooms which can be darkened, (2) a storage facility, preferably air-conditioned, for audio-visual materials and equipment which is both centrally located and secure against theft, (3) at least one television receiver for every five classrooms in the school, and (4) necessary equipment in good repair; (b) each school has the following trained personnel to operate the audio-visual equipment: (1) one media specialist trained to operate and adjust all pieces of equipment, and (2) teachers, teacher aides, or student operators who are adequately trained in using all pieces of audio-visual equipment; and (c) the LRC has adjusted its service schedule to pick up and deliver at each school twice a week and has speeded up (by at least 50% or more) the maintenance and repair of audio-visual equipment sent in for servicing; and (d) there has been an increase of at least 30% in the actual use of LRC materials as shown by their records.

Criticality: This need is judged to be IMPORTANT (3).

Time frame: This need should be resolved prior to June 1, 1974.

CONCERN: Adult education needs to be provided.

FACTS (What is and what will be)	VALUES (What ought to be)

Guam Opinionnaire Results #66: Our schools are:

Percent Responding

	Parents N=144	Non-Parents N=78	Teachers N=221	Administrators N=19	9th Graders N=342	12th Graders N=323	Key Leaders N=50
Very Successful	19%	36%	14%	11%	18%	32%	16%
Usually Successful	30	35	25	42	18	29	32
Seldom Successful	13	6	8	16	10	11	22
Unsuccessful	8	3	6	5	11	7	12
Don't Know	30	21	47	26	43	20	18

--Key leaders were the most critical of the schools for failure to provide adequate programs of adult education. Thirty-four percent indicated they believed the schools were relatively unsuccessful in meeting this need. An unusually large percentage of the respondent indicated they did not know whether or not the schools were successful.

--The Department of Education should establish a telecommunications facility as a means of reaching the adult population of the island who could otherwise not attend formal classes or might be unaware of the availability of such classes. (1:25:19) 1967

--The Department of Education should make adult education a major part of public education in Guam with status equal to that of elementary and secondary education. (1:25:19) 1967

--The need for correct English and full comprehension is not confined to the school children. Adults, including some teachers, are also in need of help--opportunities for upgrading their English. (1:25:16) 1967

--Parents should be encouraged to participate in adult education courses throughout the island. (1:41:7) 1968

We believe:

--The large numbers of native Guamanians who have not had schooling opportunities and the large number of students who currently drop out of school necessitates a strong program of adult education for Guam.

--Only qualified teachers should be used in teaching adults. Also, the teachers should be carefully screened for ability to relate well to adults and to hold their interest.

--Adult-education programs which are too academic in their orientation tend to scare adults who want to learn but hesitate to compete for a grade.

--While adult programs in basic education and vocational education need to be expanded and upgraded, there is also a need for more courses of general interest and of a recreational nature, such as consumer education, child care, home improvement, arts and crafts, sewing, music, dancing, food preparation, gardening landscaping, current events, politics, world geography, world cultures, small engine repairs, hobbies, physical education, etc.

--More adult classes should be offered during the day-time hours, but the late afternoon and evening should also have its fair share. Periodically, there should be surveys made

Adult Education (p. 2).

--Mr. Franklin Quitugua has said, "We expect to continue to increase our adult basic education program until all of our citizens have at least a high school education." (49:17) 1971

--The Adult Basic Education program has 18 centers around the island with 200 enrollees. (40:Jan. 30, 1972)

--Japanese language is taught at JFK Sr. High, in the Adult Evening Education Program and at University of Guam. 39:Oct. 7, 1970)

--In the fall of 1969, extension division students made up 322 of a total enrollment of 2,206 at the University of Guam, roughly 14.6 percent. For the years 1967 to 1969, the extension students made up 20.8% of total enrollment. (10:11) 1970

--Judging from enrollment figures, the rate of attrition at the University of Guam is considerable. Of the 791 freshmen there were 791 freshmen enrolled in the fall of 1966, but only 205 sophomores enrolled in the fall of 1967, i.e. 26% of the previous year's class. Thus, there was a drop of enrollment of 74% between 1966 and 1967. The drop between 1967 and 1968 was 72%, and between 1968 and 1969 was 59%. While it is true that a large number of these students were part-time (52% for 1967 to 1969), the majority of freshmen simply were not progressing into their sophomore year during that time. (10:10-11) 1970

--The Guam Department of Agriculture's concern with efficient production and distribution of farm produce has led to the department's extension education program, geared toward improving cultural and marketing practices. (49:13) 1971

--As of September 1970, seventy (70) persons, aged 15-24, were enrolled in the post secondary vocational education program at the Guam Voc/Tech School. In addition, 2,278 were reported enrolled in the adult vocational evening program. (49:15) 1971

--The Manpower Development and Training program is aiding to fulfill Guam's labor shortages by training the unemployed and underemployed in occupational skills. Approximately $1 million was obligated for 600 participants. For FY 1971, training was to be given in 15 different occupations (4 Services, 3 Health, 7 Construction, 4 Electrical and 1 Office). (49:16) 1971

--Surveys should be made periodically which ask the adults the most desirable times to hold adult classes. These surveys should be followed rather closely in scheduling classes.

--Likewise, periodic surveys should be made of which kind of classes the adults in a community would like to have offered. These preferences should be followed if at all possible.

--Radio and television should be used to supplement adult classes and also to advertise the adult class offerings.

--The adult education program, in all three phases--basic education, vocational education, and general education--should be funded adequately.

--A form of the community school should be attempted on Guam. Pilot programs in using the school day and night, all year long, should be established as quickly as possible. If successful, they should be expanded to other schools in other communities.

--Some forms of recognition, such as special certificates, might serve as motivation to some adults to continue in adult classes with completion.

--Some adult classes should aim at helping native adults understand and cope with the social and economic changes taking place on Guam.

Adult Education (p. 3).

--Adult Basic Education's expanded services this year to include Vocational Rehabilitation Workshop clients and manual communication for the deaf mute adults has cost the taxpayers an additional $13,000. (39:May 1, 1971)

Committee members report that:
--During recent years, approximately 600 adults have been enrolled each year for a minimum of 10 hours or more in Adult-Basic Education.
--Approximately 15% do not even put in two consecutive class periods. Approximately half put in a full year of class work. The other half drop out along the way.
--Except for the vocational programs and the one class in Japanese, all adult courses are Adult Basic Education. There are few classes to meet specific interests and needs of local adults included in the program.
--Of the 600 adults enrolled, an estimated 25 would be able to pass the G.E.O. test, accepted as being equivalent to the high-school diploma for job applicants.
--There are three TESL programs for Orientals in operation under the adult-education program.
--Classes for Adult Basic Education commence twice a year.
--There is no community-school program for adults where the schools are used for recreational and avocational purposes as well as for educational purposes.
--There are about 50 part-time teachers in the Adult-Education program, mostly moonlighters, and not all fully qualified.
--Day classes are presently filled while many evening classes go begging, but, of course, there are relatively few day-time courses which are offered.

Adult Education (p. 4).

VALIDATED NEED:

Learner need: Adult learners have special needs to be met.

Target population: All adults on Guam.

Criteria: This need will be resolved when (a) adult programs in basic education and vocational education have been expanded and upgraded (to the satisfaction of a special committee of adults, community leaders, adult-education teachers, and school administrators); (b) adult courses of general interest and/or of a recreational nature have been added to the adult-education curriculum; (c) surveys have been completed to ascertain the specific classes the adults would like to see offered and the most desirable times for offering adult classes; (d) radio and television have been used for adult-education purposes both to offer appropriate information and to advertise adult-education classes; and (e) a form of the "community school" concept has been tried in Guam on an experimental basis with the intent that, if successful, the program would be expanded to other schools in other local communities.

Criticality: This need is considered to be IMPORTANT (3).

Time frame: This need should be resolved prior to June 1, 1974.

CONCERN: Young people need to learn about family life and about human sexuality.

FACTS (What is and what will be)	VALUES (What ought to be)

Guam Opinionnaire Results #37: Our schools are:

	Percent Responding						
	Parents N=144	Non-Parents N=78	Teachers N=221	Adminis-trators N=19	9th Graders N=342	12th Graders N=323	Key Leaders N=50
Very Successful	15%	31%	9%	16%	28%	29%	18%
Usually Successful	30	40	35	42	27	32	34
Seldom Successful	20	13	18	21	16	16	14
Unsuccessful	10	9	10	5	12	10	16
Dont Know	25	18	27	16	17	13	18

--According to the opinionnaire results, 30% of the key leaders and parents and slightly less percentages of the other respondents believed that the schools were relatively unsuccessful in teaching young people about family life and human sexuality. Fairly large numbers did not know whether or not the schools were successful in meeting this need.

--One of the objectives of the 11th grade health program is to enable students "to prepare to assume the responsibility of marriage and family." (1:47:4) 1969

--Attention should be given to providing instruction in sex education. (1:113:2) 1969

--A total of 6.5% of the school leavers indicated that their parents were separated while they were in school as compared with 1.8% of the Stay-in Control Group. (5:58) 1971

Committee members report that:

--A few years ago, there was a trial six-week program in sex education at one of the high schools. It was evaluated negatively by the students so the school board eliminated it from the school curriculum.

We believe:

--Concepts related to effective family life should be integrated into the school's curriculum at all levels, K-12.

--Simply covering the biological aspects of sex in a high-school course is not truly sex education. Sex must be tied to family life in all of its aspects and must be introduced in terms which the students can understand at much earlier levels than high school.

--Family-life education (including sex education) is not coming from the home and is badly needed. Since the home is not willing to do the job, the schools must attempt to do the job and do it well.

--Careful attention should be given to the subject-matter of the family-life education program in all of the grades. Experts in the subject-area should be called upon to prepare the curriculum and the materials to be used. Committees of parents, citizens, teachers, and school administrators should examine the content and materials before even a pilot program is launched.

--Before the program is made available in all Guam schools, pilot programs should be tried in several schools to test student and community reaction. If necessary, modifications should be made. As soon as a reasonably

Family Life and Human Sexuality (p. 2).

--There is no program at the present time dealing with family life or sex education.

successful program has been found, it should be expanded to all schools.

VALIDATED NEED:

Learner need: Students need to learn about family life and about human sexuality.

Target population: All students, K-12.

Criteria: This need will be resolved when (a) concepts related to effective family life, including sex education, have been integrated into the school's curriculum at all levels of instruction; (b) experts in family-life program; (c) committees of parents, citizens, teachers, and school administrators have examined carefully both the content and the materials before a pilot program is launched; (d) a pilot program in family-life education has been tested in several schools to ascertain student and community reaction and needed modifications have been completed; (e) a full-scale family-life education program has been introduced in all of the schools on Guam; and (f) at least 80% of parents, citizens, teachers, school administrators, and student leaders, when surveyed randomly, have indicated that they believe the program is relatively successful.

Criticality: This need is judged to be IMPORTANT (3).

Time frame: This need should be resolved prior to September 1, 1974. (However, the pilot program should be introduced, if at all possible, in the fall of 1973, subject, of course, to the suitability of the content and materials suggested for the pilot program.)

CONCERN: Young people need to learn to get along with others.

FACTS
(What is and what will be)

Guam Opinionnaire Results #23: Our schools are:

Percent Responding

	Parents N=144	Non-Parents N=78	Teachers N=221	Administrators N=19	9th Graders N=342	12th Graders N=323	Key Leaders N=50
Very Successful	17%	19%	13%	26%	14%	18%	12%
Usually Successful	48	41	57	68	31	40	42
Seldom Successful	20	23	22	0	25	23	22
Unsuccessful	10	6	5	5	18	10	14
Don't Know	6	10	3	0	12	10	10

--Approximately 30% of all respondents believed the schools were relatively unsuccessful in teaching young people to get along with others.
--Students of dissimilar cultural backgrounds meet in the schools and the curriculum must have elements to which they can relate in the classroom and in the community. (1:25:9) 1967
--Part of the health program in elementary and secondary schools includes the development of social responsibility and sociability. Students at the intermediate level are taught to "form positive attitudes toward others." Students at the high school level are aided in developing "personal standards of social, mental and physical health." (47:4) 1969
--In 1971-72, there were 5,622 students classified as White, 740 classified as Black, 4,100 classified as Oriental, and 20,240 classified as Chamorro in Guam Schools, Public and Private. (District Statistical Records) 1972

Committee members report that:
--Guam is becoming increasingly multi-racial, more so each year.

VALUES
(What ought to be)

We believe:

--Every student should learn to treat every other student and adult, regardless of race or socio-economic background, with respect as persons having rights equal to their own.
--Every student should learn about the cultures of the people now living on Guam. The cultures of at least three groups of people should be taught in the schools: Chamorro culture, American culture and Oriental culture. Understanding of differences should reduce animosity.
--Students should interact with competent, qualified teachers of all the different races and cultures living on Guam. If the teachers from the different cultures are well-trained and competent, the students will perceive that competence is possible regardless of racial background. If respected and admired teachers set the proper example by being tolerant and friendly with each other, regardless of race or cultural background, the students will better understand that they do not need to be defensive because of their own race or background and that they too can succeed with effort.
--Students from different cultural backgrounds should be given many opportunities to mix

Get Along with Others (p. 2).

--Fights are common among the students, some related to differences in cultural background.
--Outside of the classrooms, students tend to associate with mostly those of their own race or cultural background.
--The use of alcohol by some of the older students seems to aggrevate the natural rivalries among the different racial and cultural groups outside of the school situation. However, such animosities are sometimes carried over to the school setting when the participants return to school.

together in committee work, extra-curricular activities, social groups, recreation activities, and other supervised school activities. The school should promote the social development of young people as well as their intellectual development.
--Student leaders should be challenged to undertake a study of the problem and together with other students and teacher advisors, should come up with some plans to help students in their school understand each other better and live together in greater peace and harmony.
--The use of alcohol by students should be controlled and eliminated if at all possible.

VALIDATED NEED:

Learner need: Students need to learn to get along with others, to practice tolerance, and to eliminate prejudice.

Target population: All students, K-12.

Criteria: This need will be resolved when (a) the social studies curriculum has been modified to teach about the Chamorro culture, the American culture, and the Oriental culture to all students at both the elementary and secondary school levels; (b) a survey of racial characteristics of teachers has indicated that there are teachers in all schools who are Chamorro, Oriental, Black, and White; (c) supervised school activities designed to mix the students and to train them socially have been introduced in all schools; and (d) at least 80% of students, teachers, parents, citizens, and school administrators, when surveyed randomly, have expressed the belief that this problem is under control and rapidly improving.

Criticality: This need is considered to be IMPORTANT (3).

Time frame: This need should be resolved prior to June 1, 1975.

CONCERN: Young people need discipline and self-control and also need to be motivated to remain in school.

FACTS (What is and what will be)	VALUES (What ought to be)

Guam Opinionnaire Results #30 and #65: Our schools are:

30. DISCIPLINE AND SELF-CONTROL

	Percent Responding						
	Parents N=144	Non-Parents N=78	Teachers N=221	Adminis-trators N=19	9th Graders N=342	12th Graders N=323	Key Leaders N=50
Very Successful	21%	36%	10%	21%	21%	39%	12%
Usually Successful	30	39	30	37	29	37	30
Seldom Successful	15	12	19	32	16	13	26
Unsuccessful	6	4	8	0	10	6	18
Don't Know	28	19	33	11	23	6	14

65. MOTIVATED TO REMAIN IN SCHOOL

	Percent Responding						
	Parents N=144	Non-Parents N=78	Teachers N=221	Adminis-trators N=19	9th Graders N=342	12th Graders N=323	Key Leaders N=50
Very Successful	24%	31%	14%	11%	19%	26%	14%
Usually Successful	38	36	35	42	25	31	30
Seldom Successful	15	13	23	32	15	23	26
Unsuccessful	7	12	9	5	23	12	20
Don't Know	17	9	19	11	18	8	10

--Compulsory education should be raised from the present age of 18 or until completion of high school. (1:141:14) 1968
--Counselors should concentrate on reducing the number of dropouts. (1:41:14) 1968

We believe:

--Although the number of students who drop out of school is less now than formerly, the number is still too high and must be reduced.
--Teachers must be more aware of their responsibility to make school interesting and profitable for all students. They must build each student, in a positive manner, to the point where he experiences enough feelings of success that he will want to remain in school through graduation.
--More adequate counseling will probably help to reduce the drop-out rate.
--More remedial English communication skill classes will probably help to reduce the drop-out rate.
--More emphasis upon Chamorro language skills for native youngsters and more awareness of their unique cultural heritage will probably help to reduce the drop-out rate.
--More adequate vocational education and vocational counseling will probably help to reduce the drop-out rate.
--More interesting and varied extra-curricular activities, recreational activities, and physical-education activities will probably help to reduce the drop-out rate.
--Better disciplinary procedures will probably help to reduce the drop-out rate.
--Care should be taken not to suspend or expel

--Of particular interest in the prevention of delinquency is the need for developing special means for reaching the school dropouts and dragging them back into some part of the educational system. (1:41:13) 1968

--High school campuses are closed campuses. Visitors must have prior permission or legitimate business on campus. (39:Feb. 6, 1970)

--In one incident, a principal, teacher, and student were assaulted by former drop outs. (39:Feb. 6, 1970)

--The following variables were found to be most pronounced for those students who dropped out of school after grade 7:

Sex - 71% of early school leavers were male.

Age- 62% were 16 or 17 years old.

Home - 71% were residents of villages throughout the island (excluding Tamuning, Barrigada, and Dededo)

Grades - 60% received an average of four or more D's and F's per year.

Attendance - The following numbers of students were absent for the given number of days each year:

(1) five times or less - 25%

(2) six to ten times - 23%

(3) eleven to twenty times -24%

(4) twenty-one or more times - 28% (5:9-11) 1971

--The development of long-range plans that more fully meet the needs of the potential dropouts and noncollege bound students should be given serious attention. (1:114:2) 1970

--A NWREL study of early school leavers showed a dropout rate of 25% between seventh and twelfth grade for those graduating in June 1970. (5:8) 1971

--Interviews of early school leavers suggest that they leave school early for three reasons. First, they see school as an unfriendly place. Second, they react negatively to teachers. Third, they are forced to leave school in order to help their families financially. (5:12) 1971

--The number of dropouts from Guam Public Schools has decreased each year since 1963-64. The number of dropouts during 1969-70 was 280, roughly half students without good reasons and then only as a last resort.

--Teachers should have in-service training in kindly but firm ways of disciplining students. Teachers should be fair and friendly and work positively with students.

--School counselors should be given more responsibility to work with disruptive students to help them overcome their poor attitudes and improper behavior.

--More attention should be given to working with the parents of students who are disruptive or who are potential drop-outs. Perhaps some of the counselors could be assigned to work directly with parents

--Allowing students to assume responsibilities as they progress through school could be helpful, responsibilities for planning for leadership, for tutoring, for involvement in work-study programs, etc. Both student freedom and responsibility should increase with maturation.

--Course offerings at the secondary level should be broadened and more options opened up to the students for selecting the classes they want to take.

--Enforcement of school rules should be consistent. Students should know there are limits and that the limits will be enforced for all students.

--Students should be shown appreciation and given recognition for their endeavors and accomplishments.

of the 516 who dropped out during 1963-64. (21:7) 1971
--The number of Guam's public high school graduates in 1969-1970 was 80.9% of ninth grade enrollment in the fall of 1966. (21:7) 1971
--The number of Guam's public high-school graduates increased 43.5% between 1964-65 and 1969-70. (21:7) 1971
--Level of education completed by parents would seem to be related to the drop out rate. Only 2.1 percent of the early school leavers indicated that their mother had completed the seventh grade or more, whereas 40 percent of the stayin parents were in this category. Similarly, 6.5 percent of the leaver fathers had completed the seventh grade or more compared to 52.1 percent of the fathers of those who stayed in. (5:15) 1971
--It was found that the concept "teacher" showed the greatest difference in rating between those who dropped out of school and those who stayed in. In every category of response, stayins were more favorable than dropouts. (5:17) 1971
--While it had been suggested that language would be a significant factor influencing the dropout rate, it was found that 37 percent of the early school leavers and 34 percent of the stayins indicated that English was the dominant language in the home. Fifty-nine percent of the leavers and 66 percent of the stayins indicated a dominant language other than English, either Chamorro or Filipino. (5:16) 1971
--"Enrollment at the University of Guam shows strong growth...The figures show we are retaining students longer in the university by the increased size of sophomore, junior and senior classes. That is, our dropout rate (at the college level) is declining. . ." (49:8) 1971
--A recent survey of teachers of kindergarten through third grade conducted by the Department of Education's Disruptive Child Committee showed that an overall average of 11.1% of children in our classrooms are considered disruptive." (39:April 1, 1971)
--The school should articulate how it relates itself to the problem of juvenile delinquency. (1:41:13) 1968
--In response to the question, "Have you ever been convicted of committing a crime?", 13.0% of the school leavers answered "Yes" as compared with none

--The teachers who are dry and uninteresting and who do not relate well to young people should be given more professional help and supervision than usual.
--Teachers who lack adequate professional training should be given increased opportunities to obtain that training at the University of Guam or off-island.
--There should be sufficient teaching materials and supplies provided for all schools and for all teachers.
--There should be a smaller teacher/pupil ratio.
--There should be some program for the drop-outs, to encourage them to come back to school, to enroll in adult basic education, general education, or vocational education. Special sections of adult classes for the teen-aged drop-out may be a real possibility.

of the Stay-in Control Group. (5:56) 1971

Committee members report that:
--An estimated 10-15% of students lack self control and are not easily disciplined in school.
--When parents of disruptive students are informed about their children's behavior, parents usually refuse to face reality concerning their children's behavior.
--Some teachers, despite professional training, are dry and uninteresting and do not relate well to young people. These teachers have more discipline problems than usual.
--Some teachers probably have ability, but do lack adequate professional training and do not meet the children's experiential, social, and emotional needs.
--Sometimes, lack of sufficient teaching materials and supplies contributes to disciplinary problems by making it difficult for the teachers to vary their classroom procedures.
--Large classes also contribute to the discipline problems encountered by teachers.
--Some teachers do not appear to understand that youngsters must be tenderly nourished and shown appreciation and given recognition for their endeavors and accomplishments.
--Enforcement of school rules is sometimes inconsistent.
--The drop-out rate has been reduced over the years but it is still too high.
--There is nothing really for the drop-out unless he can be enticed to come back in an adult vocational training program.

VALIDATED NEED:

Learner need: Students need discipline and self-control and to be motivated to remain in school.

Target population: All students, K-12.

Discipline and Self-Control and Motivated to Remain in School (p. 5).

Criteria: This need will be resolved when (a) all teachers have received in-service training in kindly but firm ways of disciplining students; (b) teachers who are dry and uninteresting, and who do not relate well to young people have been given extra amounts of help and professional supervision; (c) counselors, or other persons with special training, have been assigned to work directly with the parents of disruptive students and with potential drop-outs; and (d) the drop-out rate has been reduced from its current level of about 20-25% in the secondary school to not more than 10%.

Criticality: This need is judged to be IMPORTANT (3).

Time frame: This need should be resolved prior to June 1, 1975.

CONCERN: Students need to learn mathematics concepts and computational skills.

FACTS (What is and what will be)	VALUES (What ought to be)

Guam Opinionnaire Results #1 and #2: Our schools are:

1. WORK WITH NUMBERS (ELEMENTARY)

Percent Responding

	Parents N=144	Non-Parents N=78	Teachers N=221	Adminis-trators N=19	9th Graders N=342	12th Graders N=323	Key Leaders N=50
Very Successful	42%	46%	14%	16%	40%	54%	32%
Usually Successful	39	33	62	79	32	25	44
Seldom Successful	8	8	10	0	11	5	6
Unsuccessful	2	3	4	0	1	2	0
Don't Know	10	10	10	5	17	13	18

2. MATH CONCEPTS AND COMPUTATIONAL SKILLS (SECONDARY)

Percent Responding

	Parents N=144	Non-Parents N=78	Teachers N=221	Adminis-trators N=19	9th Graders N=342	12th Graders N=323	Key Leaders N=50
Very Successful	26%	32%	11%	16%	24%	33%	12%
Usually Successful	37	33	34	37	47	47	50
Seldom Successful	13	14	8	5	12	14	10
Unsuccessful	3	4	2	0	5	2	4
Don't Know	20	17	44	42	12	3	24

We believe:

--Since math is a tool subject and needed for further training in college, vocational school, or in daily life, it must not be neglected.
--Since test scores in math are less affected by proficiency in English than reading or language arts, it seems reasonable to expect all Guamanian students to be able to achieve in mathematics as well as students in stateside schools.
--Math teachers should be able to individualize and personalize the instruction of mathematics. They should also be able to use techniques which will help students like math instead of disliking it.
--Remedial programs in teaching English appear to be paying off. There should be similar programs for students who are weak in math concepts and/or computational skills.
--More emphasis should be given to vocational math and to consumer-personal math in the high-school math program.
--There should be adequate supplies and materials for teaching math in all math classes.

--According to opinionnaire results, respondents were generally positive towards the school's math program with only approximately 15% or less indicating that the schools were unsuccessful in teaching math concepts and computational skills. However, at the secondary level, a surprising number of teachers and administrators said they did not know whether the schools were successful or not.

--The study indicates that the intermediate grades are very weak in arithmetic computation throughout the whole island. (1:109:15) 1969

--There is a need for improved instruction in all academic areas but especially in language and arithmetic. (1:70:106) 1969

--At present many of the math concepts only have immediate application. There is little or no transfer to later applications. (1:96:2) 1969

--Much of the time in the advanced secondary mathematics courses is spent in relearning the basic concepts. (1:96:2) 1969

--Summarized below are the Mean Grade Equivalent scores for all public elementary schools in Guam on the various Arithmetic subtests of the Stanford Achievement Test, administered in April 1972:

Grade	No. Tested	Arithmetic	Arithmetic Computations	Arithmetic Concepts	Arithmetic Applications	National Norms
2	2197	2.17	-	-	-	2.80
3	2164	-	3.32	3.03	-	3.80
5	1969	-	4.69	4.41	4.36	5.80
6	1995	-	5.36	5.56	5.21	6.80
7	1787		5.54	6.38	6.24	7.80
9	1339		6.83	7.53	7.13	9.80

--In comparison with stateside norms, Guamanian students scored roughly half a year behind at second and third grade level, and from one to one and one half years behind at 5th through 9th grade levels. (27) 1972

--At the eleventh-grade, also on the Stanford Achievement Test in April 1972, students scored at the 42nd percentile in math concepts and at the 18th percentile in math computation. (The 50th percentile is average in comparison to national norms.) (27) 1972

Math Concepts and Computational Skills (p. 3).

Committee members report that:
--Test scores indicate that Guamanian students are below national norms in both math concepts and conceptual understanding.
--Math is one of the tool subjects for advanced training, university or vocational.
--There is some tracking in math classes to effect a type of ability grouping, especially at the secondary level.
--One unit of math is required of all students for graduation from high school.
--There is not enough emphasis given to remedial math, vocational math, and consumer-personal math in the high-school math program.
--Too many students appear to dislike mathematics.

VALIDATED NEED:

Learner need: Students need to learn mathematics concepts and computational skills.

Target population: All students, K-12.

Criteria: This need will be resolved when (a) remedial programs for teaching mathematics have been established at the junior and senior-high school levels for all students who are weak in mathematics concepts and computational skills; (b) vocational-math and consumer-personal math are recognized programs in the mathematics curriculum of all of the secondary schools; and (c) at least 90% of the secondary-school students score at levels equal to or above national norms on the Stanford Achievement Test.

Criticality: This need is considered to be IMPORTANT (3).

Time frame: This need should be resolved prior to June 1, 1975.

CONCERN: Students need activities outside of the school classroom (extracurricular, drama, sports, etc.).

FACTS (What is and what will be)	VALUES (What ought to be)

Guam Opinionnaire Results #74: Our schools are:

Percent Responding

	Parents N=144	Non-Parents N=78	Teachers N=221	Administrators N=19	9th Graders N=342	12th Graders N=323	Key Leaders N=50
Very Successful	33%	32%	18%	26%	44%	43%	24%
Usually Successful	40	41	40	53	25	29	42
Seldom Successful	13	9	17	0	15	16	14
Unsuccessful	4	8	14	11	9	8	12
Don't Know	9	10	11	11	6	3	8

--Thirty-one percent of the teachers and lesser percentages of other respondents believed the schools were relatively unsuccessful in providing students with adequate activities outside of the regular school classroom.
--There is a need for more extracurricular activities. (1:109:14) 1969
--The staff should examine the philosophical basis for the student activity program so that proper status and support will be given at J. F. Kennedy. (1:113:4) 1970
--Continued effort should be made to develop more opportunities for students to take part in school sponsored activities and teachers should share equitably the responsibilities of sponsoring or advising the activities and groups. (1:113:4) 1970
--When asked what activities were engaged in outside the classroom, 8.7% of the school leavers mentioned "extra curricular activities" as compared with 25.8% of the control group who remained in school. However, a full 30.4% of school leavers mentioned "P.E. or sports" as compared with 6.4% of the control group. (5:52) 1971

We believe:

--The arbitrary distinction between school or curricular activities and extra-curricular activities should be removed. Perhaps the term "co-curricular" activities should be used.
--Greater emphases should be given to providing a varied and rich co-curricular activities program at each school, including elementary, with quest activities, clubs, dramatics, art shows, sports, recreation, hobbies, pursuit of avocational interests, etc.
--Teachers should be expected to be actively involved in the co-curricular activity program to supervise and coordinate the activities, although some of these activities may well deserve released time from regular class work.
--Parents and other persons from the community should also be involved in the co-curricular program, both as spectators and as resource persons.
--A form of the "community school" may well be tried to provide an activity program for the adults as well as for the students to stimulate a wider use of school facilities.
--School bussing should be provided for scheduled after-school and evening school activities sponsored as part of the school's co-curricular

--Drowning is the second highest cause of accidental death in Guam. Operation Waterproof gives fifth graders thirty minutes of instruction a day for three weeks. (39:January 27, 1971)
--"Operation Waterproof," an elementary swimming program for every fifth grader costs $130,000 this year with $145,000 anticipated for next year. (39:May 1, 1971)
--The school should offer a well-rounded athletic program as well as social and cultural programs to guide the student to maturity in these areas of human interest and life. (1:41:11) 1968
--There is need for a recreation center in each community. (1:22:8) 1966

Committee members report that:
--There is an arbitrary and unnecessary distinction made in the minds of students, teachers, and parents between curricular activities and extra-curricular activities.
--Not all schools have activity programs. Those that do are not varied nor well supported either by teachers or the students. Perhaps only 60% of teachers are involved in a full or limited way.
--Bus schedules complicate the after-school activity program in some areas.
--Very few schools have intra-mural sports.
--Not all schools have auditoriums and gymnasiums.
--Few schools have well lighted, display areas for student art products.
--The schools are not heavily used for community-type activities.
--There is no fine arts center currently on Guam.

program.
--Intra-mural sports should be sponsored as part of the co-curricular activity program to make school more attractive for over-age students and slow academic learners.
--The co-curricular program should be so varied and so attractive to students that the large majority will voluntarily participate.
--Surveys should be made periodically of those students not participating in the co-curricular activity program to ascertain the reasons why they are not participating. The school should make every effort to remove those obstacles to full participation identified by the survey.
--All schools need auditoriums, gymnasiums and well-lighted display areas for student art products.
--The schools should actively support the idea of a community fine arts center on Guam.
--Elementary-school teachers especially need to sponsor "quest groups." In the quest groups, students usually pursue a particular area, hobby, or skill for possibly six weeks. Then they are permitted to change to another quest group.
--Some of the secondary teachers should offer "mini-courses" as an extension of the quest idea for secondary-school students.

Activities Outside of the School Classroom (p. 3).

VALIDATED NEED:

Learner need: Students need to pursue special interests and to develop avocational skills as part of the total school program.

Target population: All students, K-12.

Criteria: This need will be resolved when (a) every school in Guam has a full-scale, organized, on-going co-curricular activity program for after-school, evening, or Saturday hours; (b) more and better facilities have been constructed at each school to house a varied activity program as determined by a special committee of parents, citizens, teachers, school administrators, and student leaders; (c) all teachers have been actively involved in the co-curricular activity program as coordinators, supervisors, instructors of "quest groups" or "mini-courses," etc.; (d) school bussing has been provided for the co-curricular program as needed; and (e) at least 75% of all students regularly participate in the co-curricular activity program.

Criticality: This need is considered to be IMPORTANT (3).

Time frame: This need should be resolved prior to June 1, 1975.

CONCERN: Teachers need to receive professional help and supervision when needed.

FACTS (What is and what will be)	VALUES (What ought to be)

Guam Opinionnaire Results #84: Our schools are:

	Percent Responding						
	Parents N=144	Non-Parents N=78	Teachers N=221	Administrators N=19	9th Graders N=342	12th Graders N=323	Key Leaders N=50
Very Successful	19%	23%	14%	32%	15%	32%	10%
Usually Successful	35	36	41	58	29	35	34
Seldom Successful	19	14	27	5	19	16	26
Unsuccessful	6	10	16	5	15	5	10
Don't Know	22	17	1	0	22	11	20

--According to the opinionnaire responses, teachers were the most critical with 43% indicating that the schools were mostly unsuccessful in providing professional help and supervision for them when needed.
--In order to strengthen instruction in the ten critical subject fields, improvement in supervisory services is considered essential. (1:7:15) 1965
--Paraprofessionals, or auxiliary school personnel, will increasingly become the rule rather than the exception and they critically need all the training and support they can get if they are to function with maximum efficiency. (1:25:19) 1967
--Teachers need contact with outstanding authorities and experts from the mainland in various curriculum fields. (1:25:18, 19) 1967
--There is a need to strengthen all personnel evaluative procedures. (1:27:76) 1967
--Any worthwhile educational activity requires evaluation of one kind or another to determine its success in relation to certain established standards. (1:80:32) 1969

We believe:

--Teachers need help and supervision from principals, supervisors, and other professional experts on a regular, continuing basis.
--Teachers and administrators need to discharge their respective responsibilities efficiently with thoroughness and professionalism readily apparent.
--The role of the principal and of the supervisor should be clearly defined so the expectations and responsibilities are easily understood by both teachers and administrators.
--Principals should be given more assistance and freed of some administrative responsibilities so they may devote more time to teacher supervision.
--More supervisors should be hired so there would be no excuses for not getting the supervision job done properly.
--More teacher aides and other paraprofessionals should be provided. An acceptable standard would be one teacher aide for every two regular teachers and one teacher aide for every special education and kindergarten teacher.
--A survey should be made of the different kinds of expertise available in the Guam School System and plans should be made to

--Teachers should be made aware of the process, time, content and purpose of evaluation. (1:113:5) 1970
--The study of the process and the instrument for teacher evaluation should be continued and intensified. (1:113:5) 1970
--Teacher observation, evaluation content and instruments should be studied and the results made known to all affected at an early date. (1:114:5) 1970
--There is no visible structure for continuous curriculum revitalization. This remains an urgent need. (1:49:10) 1968
--There is a need to provide leadership in initiating and supporting innovating programs that will engender improved instruction within the schools. (1:7:14) 1965
--There is a need to expand the Learning Resources Center by including curriculum, guidance, consultants, etc. (80:43) 1969
--Proper use of evaluation data should: (1) increase student interest, (2) improve instruction, (3) assist in the diagnosis of specific strengths or weaknesses, or (4) effect more desirable administrative practices. (1:80:34) 1969
--There is a need for accurate evaluation of teachers, programs, schools, and the whole school system of Guam. (1:70:106) 1969
--A continued study should be made of job description and definition of the teacher's responsibilities to provide greater accountability for the tasks to be performed. (1:113:5) 1970
--Immediate steps must be taken under the leadership of the principal and in close cooperation with the central office to prepare adequate, usable and up-to-date course outlines for every subject. (1:49:5) 1968
--There is a great need at the building level to identify and educate specialists who can work with teachers, students and parents in the production and utilization of library-media materials. (1:25:134) 1967

Committee members report that:
--Too many teachers are not adequately supervised and are not helped sufficiently to improve their instructional techniques and methods of relating to their students.
--Too many teachers are not adequately screened before receiving tenure.
systematically use this expertise to benefit the teachers.
--The expertise available through the University of Guam should also be made available on a systematic basis to help the teachers.
--Teachers should be adequately screened before they are given tenure. Evaluation procedures should be both thorough and extensive.
--It may be of assistance to have select groups of teachers observe and evaluate other teachers instead of leaving all evaluation to the principal.
--Perhaps principals and supervisors should be rated by the teachers on the quality and quantity of their supervision. These reports, if used, should be strictly confidential and should go directly to the district office.
--When complaints are received from students or their parents, those teachers being reported should be observed even more than usual to ascertain whether the complaints are justified.
--Committees of tenured teachers should be asked to work with administrators in helping to define the teacher's role and the competencies and personal traits which ought to be associated with acceptable teacher performance and favorable rapport with students.

Professional Help and Supervision (p. 3).

The current evaluation program for new teachers is not thorough enough nor sufficiently extensive.
--Too many complaints about poor teachers are received from students and their parents. Some of these complaints are not valid but many are.
--Many teachers indicate that administrators are seldom, if ever, in their classes. Since administrators rarely teach and appear to show, in some cases, little interest in what is going on in the classroom, these teachers wonder how administrators can evaluate them fairly or make helpful suggestions for improvement.
--Principals indicate that there are too many administrative details and other responsibilities for them to adequately discharge their responsibility as supervisors of the teachers in their schools.
--There are people with expertise in the Guam school system who are currently overlooked who could give consultant help to the teachers.
--There is a lack of trained teacher aides and other paraprofessionals in the Guam School System.
--Teachers often feel threatened by the supervision and evaluation process.
--There are an insufficient number of supervisors in most curriculum areas, especially at the high-school level.
--The principal's role in supervision is not clearly defined and often misunderstood.
--The same is true for the few supervisors at the district level.
--Many principals are Chamorro. Some white teachers do not trust their judgment or professional qualifications to come into their classrooms either to evaluate or to help.

VALIDATED NEED:

Learner need: Students need to learn in an optimum learning environment (part 6) characterized by effective teachers who are adequately helped and properly supervised.

Target population: All students, K-12.

Professional Help and Supervision (p. 4).

Criteria: This need will be resolved when (a) all teachers have been given help and supervision from principals, supervisors, and other professional persons on a regular, continuing basis; (b) teachers and administrators have been evaluated fairly on a regular, continuing basis, especially prior to receiving tenure; (c) principals have been freed of some administrative responsibilities and given more time (at least 25% more time) for supervision; (d) more supervisors (at least 50% more supervisors) at the district level have been provided, especially at the high school level; and (e) more teacher aides (one for every two regular teachers excluding special education and kindergarten) and more para-professionals (at least 25% more para-professionals) have been provided.

Criticality: This need is judged to be IMPORTANT (3).

Time frame: This need should be resolved prior to September 1, 1976. (However, criterion (e) above should be resolved prior to September 1, 1973 or as quickly as possible.)

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USED IN THE COMPILATION

OF FACTS FOR

THE EXPRESSED CONCERNS

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